COMMUNITY PLANNING **Review Revue** CANADIENNE D'URBANISME

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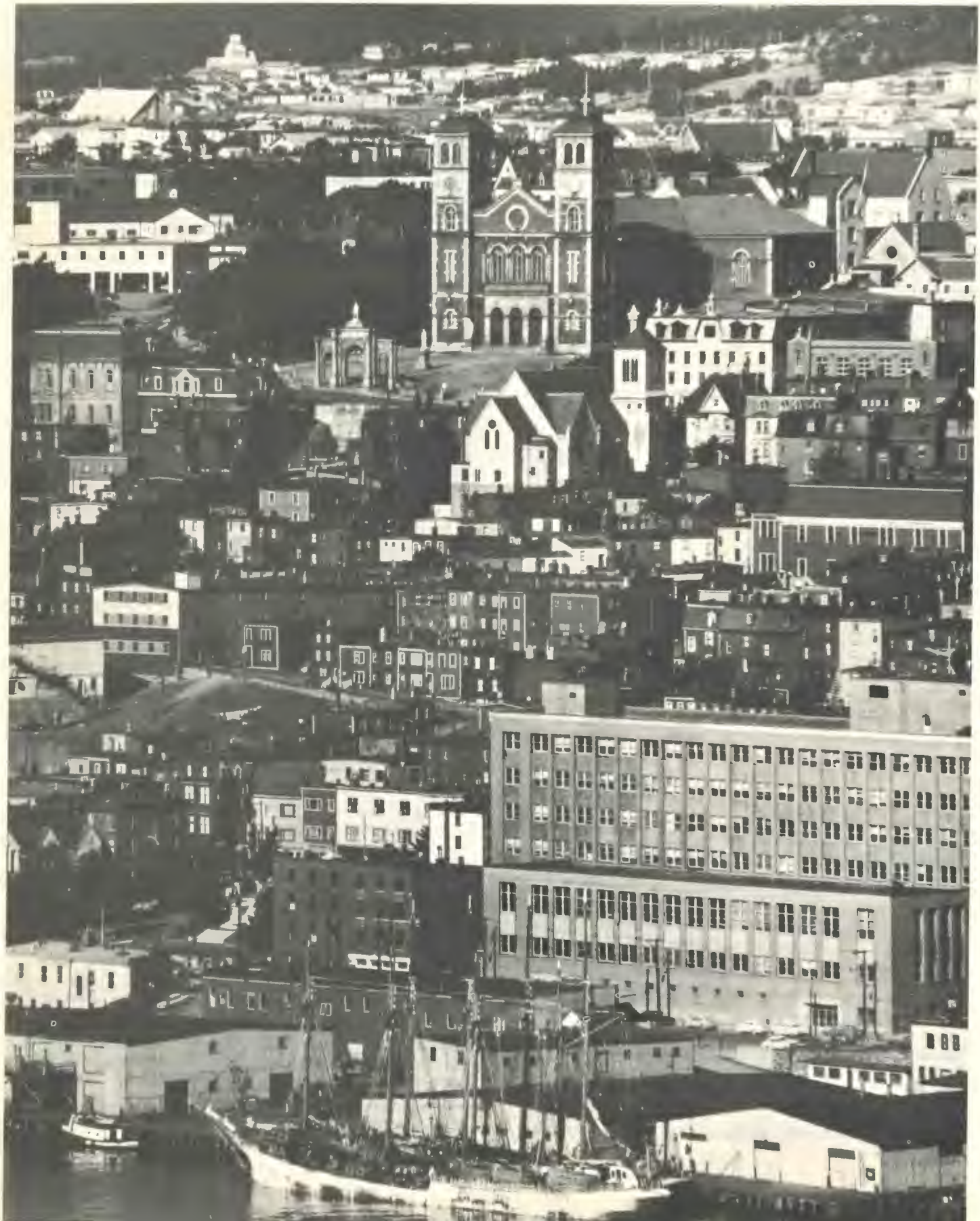

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Front Cover: *St. John's, Nfld., the oldest city in North America, blends past and present architecture on a hillside setting overlooking its magnificent harbour. The 115-year old Roman Catholic Basilica of St. John the Baptist (top centre) stands in sharp contrast to the federal government's new Sir Humphrey Gilbert building (right foreground). CPAC's 1969 National Planning Conference will be held in St. John's 14-17 September.*

Back Cover: *One of five luminous hanging sculptures complementing the stair-wells of the National Arts Centre in Ottawa. Stainless steel and glass refract light from the skylight and spotlights above. See page 10 for a description of the new centre.*

The President's page

"THE REGION AS THE COMMUNITY" is the provocative proposition to be posed at CPAC's 1969 National Planning Conference. I hope you will be with us to explore this theme in St. John's, Nfld., from September 14th to 17th.

Many of our readers will remember numerous occasions when in the midst of a group discussion, either formal or informal, the question was posed "What is a region?" The result of such a question was either unanimity if the members were of a single discipline; or a long, seemingly endless discussion if among varied disciplines; or an initial agreement to "Let's not get into that discussion."

However, it is becoming essential to discuss the subject of regionalism today in Canada as the formation of new provincial regional governments, the new federal department of regional economic expansion, and the obvious requirement for co-ordinated action in all aspects of area development presents us with a compelling reason to relate the physical, economic and human values in any comprehensive plan.

On this basis, I feel that our conference theme, "The Region as the Community", and the continuation of this theme throughout the year by Divisional and Branch activities, will assist in obtaining a better understanding of regionalism in Canada and is in line with the majority of those who answered the 1968 Membership Survey Questionnaire stating that more attention must be given to the regional approach.

Fortunately, the speakers, panelists and workshop leaders who have agreed to participate in our 1969 National Planning Conference program are Canadians eminently qualified to enlighten us on these important developments.

Equally fortunate is the fact that we will be meeting this September in the capital city of Canada's newest province. St. John's is a city of contrasts – the oldest established community in North America whose recent cultural, commercial and harbour developments afford striking comparisons with the historic days of its past.

Delegates will have ample opportunity to visit the old and the new, both on conducted tours and during

conference sessions in various locations throughout the city. We will also be entertained in the truly distinctive Newfoundland tradition, thanks to the hospitality of the local CPAC committee which for months has been working to ensure the success of our 1969 National Planning Conference.

Further details are contained in the preliminary program being mailed to all CPAC members in June. Please return your advance registration form to National Office promptly.

* * *

THAT WE were saddened by the death of Leo Brennan on 3 May was obvious from the nation-wide response received to the news that our national director had finally succumbed to a long illness. I felt deeply moved to represent all CPAC members at the funeral, conducted in Ottawa with full military honours.

General Brennan joined CPAC in April 1960 after a distinguished 39-year Canadian Army career during which he rose from private to major general. In the years which followed he became well known across Canada in planning as well as military circles.

I think it most fitting that the tributes to General Brennan's memory, published on pages 28 and 29 of this issue, should have been written by Jacques Simard, who was CPAC's national president at the time of his appointment, and Jennifer McQueen, who was REVIEW editor and his devoted assistant for most of his CPAC tenure of office.

"LA RÉGION: LA COMMUNAUTÉ". *Voilà la proposition provocatrice qui sera soumise à la Conférence Nationale d'Urbanisme de l'A.C.U. pour 1969. J'espère que vous serez des nôtres du 14 au 17 septembre à St-Jean, Terreneuve, pour étudier ce thème.*

Plusieurs de nos lecteurs se rappelleront sans doute des discussions de groupes, officiels ou autres, alors que la question fut posée: "Qu'est-ce que la région?". Lorsque les participants à une telle discussion étaient d'une même communauté professionnelle, ils en arrivaient à une définition unanime; mais une discussion sans fin s'amorçait lorsque les participants étaient issus de communautés professionnelles différentes; ou bien on s'accordait au départ à ne pas entreprendre une telle discussion.

Toutefois, il est devenu essentiel de discuter de la régionalisation au Canada. L'avènement de nouveaux gouvernements régionaux au niveau des provinces, la création du nouveau ministère de l'expansion économique régionale et la nécessité évidente d'une action coordonnée dans tous les aspects du développement d'un secteur, nous obligent à relier les facteurs physiques et économiques aux valeurs humaines dans tout plan d'envergure.

Dans cette optique, je crois que le thème de notre conférence: "La région: La communauté" et la continuation de ce thème durant l'année dans les activités des divisions et des sections, nous aideront à mieux comprendre la régionalisation au Canada. Ce thème suit certes la ligne de pensée de la majorité de ceux qui ont répondu au questionnaire du Relevé d'Information 1968 et qui ont souhaité qu'une plus grande importance soit donnée à l'approche régionale.

Heureusement, les conférenciers, les panelistes et les animateurs d'atelier qui ont accepté de participer à notre Conférence Nationale d'Urbanisme pour 1969, sont des Canadiens éminemment qualifiés pour nous éclairer sur ces importants développements.

C'est également notre bonne fortune de nous réunir en septembre dans la capitale de la plus nouvelle des provinces du Canada. St-Jean est une ville de contrastes – la plus ancienne agglomération communautaire de l'Amérique du Nord dont les récents développements au chapitre des facilités culturelles, commerciales et portuaires, nous offre des comparaisons frappantes avec les installations témoins de son passé historique.

Les délégués auront l'occasion de visiter l'ancien et le nouveau au cours des tournées organisées et en se rendant aux séances d'étude à divers endroits à travers la ville. On nous offrira aussi des divertissements à la hauteur de l'unique tradition terreneuvienne grâce à l'hospitalité du comité local de l'A.C.U. qui travaille depuis plusieurs mois pour assurer le succès de notre Conférence Nationale d'Urbanisme de 1969.

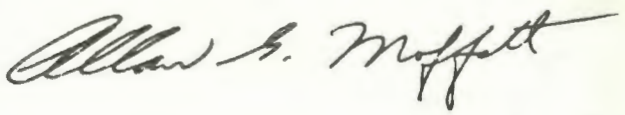
Des détails supplémentaires sont inclus au programme préliminaire qui sera expédié à tous les membres en juin. Veuillez vous enregistrer d'avance en retournant votre formule d'inscription le plus tôt possible au Bureau National.

* * *

La nouvelle de la mort de Léo Brennan, le 3 mai, des suites d'une longue maladie, nous a rempli de tristesse. C'est avec beaucoup d'émotions que j'ai représenté les membres de l'A.C.U. aux funérailles à Ottawa, lesquelles se sont déroulées avec tous les honneurs militaires.

Le Général Brennan a débuté avec l'A.C.U. en avril 1960 après avoir servi avec distinction dans l'Armée Canadienne pendant 39 ans, s'étant enrôlé comme simple soldat et ayant été successivement promu jusqu'au rang de major-général. Dans les années qui suivirent, il devenait bien connu à travers le Canada tant dans les milieux de l'urbanisme que dans les milieux militaires.

Je crois qu'il est particulièrement à propos que les éloges à la mémoire du Général Brennan, publiés en pages 28 et 29, ont été écrits par Jacques Simard, Président National au moment de sa nomination, et par Jennifer McQueen, rédactrice de la REVUE *et son assistante dévouée durant la majeure partie du temps qu'il occupa le poste de Directeur National.*



Allan G. Moffatt, P.Eng.
National President

Samuel J. Hefferton has lived and worked in Newfoundland for more than 70 years—variously as a teacher, journalist and politician, but always as an outstandingly devoted citizen. Born at Newton, Bonavista Bay, he attended Bishop Field College and Memorial University in St. John's before going on to post-graduate studies at Queen's (Kingston) and London (England) universities.

After over 30 years in the teaching profession, he was appointed provincial Minister of Education at the time Newfoundland confederated with Canada in April, 1949. Subsequently he held the portfolios of Municipal Affairs and Supply, and Health and Public Welfare. He retired from provincial politics in 1959 and subsequently served as chairmen of the St. John's Metropolitan Area Board and the Provincial Planning Advisory Board.

Always a strong supporter of the Community Planning Association of Canada, Mr. Hefferton is a past chairman of the Newfoundland Division and retires this year as a national Councillor-at-Large. Founder and still editor of the Newfoundland Community Planning Review, he currently serves on the committee organizing this September's National Planning Conference in St. John's.

Newfoundlanders on the Move

By S. J. HEFFERTON,
CPAC National Councillor-at-Large

Photos courtesy Dept. of Community and Social Development, Gov't. of Newfoundland and Labrador.

NEWFOUNDLAND'S total population was slightly more than a quarter of a million inhabitants, scattered in some 1300 settlements, at the beginning of the 20th Century. The pattern of life for Newfoundlanders had changed but little over its 400-year history. The annual catch of fish and its price were the two factors which determined the standard of living in the outports.

Obviously, the cost of providing and maintaining educational and other public services to so many isolated and sparsely-settled communities was too heavy a burden for a people dependant almost entirely on the fishery. Even before the turn of the century, some small islands had been evacuated. This trend increased during and immediately after World War I.

The development of our first pulp and paper plant at Grand Falls was the first major breakthrough, drawing hundreds of men from the fishing boats to the lumber woods and mill, thus creating towns independent of the fishery. At the end of World War I, approximately 5000 men returned home from the armed services, but many of them for various reasons were unable or unwilling to return to the fishing skiff. Newfoundland's second pulp and paper mill, established at Corner Brook in 1925, provided employment and consequently another new urban centre.

In the 1930's, the years of depression, the collapse of fish prices rekindled the desire of many a fisherman to move out of the fishing boat: to seek a home and a new occupation in some other community. A few did so, but many others with the same desire were financially unable to relocate. Thus the migration from cove, creek and island in the early years was largely a matter of family unit pattern, and not of community magnitude.

The construction and maintenance of American bases in Newfoundland and Labrador during World War II developed a growing consciousness among the people of the disadvantages of living in small isolated settlements, and periodically commuting long distances to and from work centres.

Union with Canada in 1949 brought to Newfoundland residents their participation in the receipt of national monthly allowances for children and for aged pensioners, etc. These regular monthly incomes not only helped to provide a wider choice in food and clothing items, but were an influence in calling people out of isolation. They could use a part of these payments to go visiting and travelling. This was easier also because of the road-building and industrialization policies of the government. Though there were very few 'community efforts' for evacuation and relocation, 'individual action' at personal cost was on the increase. A strong road policy slowly pushed the province's arteries forward, offering land transportation routes to supplement, and to an increasing extent, to supplant the earlier travelling by sea. New communication and transportation media were breaking the barriers of isolation, and yet paradoxically enough, whetting the appetites for migration to larger centres.

The urge to escape grew more widespread. Wives and boys and girls of school-leaving age wanted to get away from the loneliness and the hardships of isolation; they wanted to enjoy some of the amenities and comforts of modern living; they were becoming more

Scores of Newfoundland families have had their homes moved across the water from small, isolated settlements to new communities under the government's centralization program. Last year the transportation system was improved by the use of a self-propelled barge, seen here moving a house (and tractor) from an island in Placentia Bay to Burin.

conscious of the need for higher academic, as well as vocational education, denied them in their small schools.

When the provincial government in its relatively early days (around 1954) inaugurated a policy of financial assistance to those who wished to relocate, there were many applications. The financial assistance at first was only $150 per family, but increased over the next ten years to $600 per family. Payment was conditioned by a community-requested evacuation. During these ten years some 8000 residents relocated, and 100 settlements were deserted.

In the meantime, the fishery development was creating large plant operations in selected areas, increasing the demand for men to man the ships and operatives for plant employment. These demands together with other work opportunities in an emerging industrial province added their appeal to centralization.

More important in its immediate effect was the agreement of 1965 between Ottawa and St. John's, whereby the federal government agreed to pay 70 per cent of the centralization grants. By that agreement, householders relocating were given a grant of $1000 plus relocation expenses for furnishings, livestock and equipment, and also a grant of $200 per family member up to a maximum of eleven members. Thus a family of five persons would receive a grant of $2000. In 1967 the agreement was amended providing a further grant of $1000 towards the purchase of a building lot in an approved relocation area, and a grant of $3000 toward the purchase of a fully-serviced lot in an approved fishery-growth centre.

Upwards of 1000 families have relocated under this agreement. To quote from an article which I wrote in a recent issue of CPAC's *Newfoundland Divisional Review:* "In 1966 the new Department of Community & Social Development (Provincial) became responsible for our programme of resettlement or centralization, and in 1967 about 2000 inhabitants or 575 families moved from more than 80 communities to new locations, but even this migration did not provide the necessary supply of regional labour to meet the demand."

Centralization is inevitable. For economic, social and other reasons men move from rural surroundings to urban centres. In Newfoundland and Labrador, government assistance merely accelerated the process. Financial assistance, however, did not take from man his right to choose his place of residence. By his own choice he can remain in his old location, but he knows that his decision to move or not to move mainly determines what manner of life he will live.

Resettlement in Newfoundland has often meant a relocation of the family home, and there was nothing strange about moving a house from one site to another, even when the moving included transportation across the harbour waters, or even an ocean crossing of some miles to a new area. Traditional water transportation involves placing the house on a foundation or float of empty oil-drums or wooden pontoons to be towed to a new site. During 1968, with government support, this method was improved by the use of a self-propelled carrying barge which transported 40 houses in one regional district. This logical, economic solution reduced the costs of relocating and servicing, and retained at least some of the sentimental ties with the old home.

But if centralization is inevitable, so is criticism, and the relocation policy is not exempt. Some of the criti-

Transplanted houses in early stage of resiting at Arnold's Cove.

Last January this church was moved from St. Joseph's to Marystown, a distance of 25 miles.

This new sub-division at Arnold's Cove consists of homes moved from various islands in Placentia Bay. All buildings were transported by water to this designated growth area – one of several being developed by the government of Newfoundland and Labrador.

cism is true, though not always valid. Small, isolated communities do have a closely-knit identity. The members are usually more self-reliant, and yet always ready to give communal assistance to alleviate individual distress. The handicaps of small, isolated communities are such that the residents invariably, in course of time, rebel and move elsewhere.

Recently published is a book entitled: "This Rock within the Sea: A Heritage Lost," written by Farley Mowat, the motif of which is an attack on the centralization policy. The short chapters written by Mowat are illustrated and supplemented by the exceptionally fine photography of his collaborator, John de Visser. It is the latter which makes the most responsive appeal to the Newfoundland reader. The photos portray with sharp realism much of the outport landscape and atmosphere. The faces of men and women are wrinkled from sun and wind, the hands vein-furrowed appear as though etched in stone. Unhappily, the choice of illustrations is on the sombre side, and in a film-showing of the book produced by the local C.B.C. the chief weakness lay in an over-emphasis on the harsh and lonely aspects of isolation. In the book we feel that the author has allowed his sense of realism to be swamped by a wave of emotionalism. The photos selected, instead of supporting the arguments of the author, may be used (possibly with greater effect) in favour of the relocation programme. One reader, who had spent many years of his earlier life as a fisherman in one of these small places, looked at the title and said, "a heritage well lost". It was said without cynicism.

Winter is not the best season in Newfoundland for water transportation but when weather conditions permit, the work does proceed. As an example, last January 15th the self-propelled barge ferried a five-year old Anglican church from its original island site in Placentia Bay, 25 miles to a new site at Marystown, one of the designated growth areas and the centre of large fish-plant operations and a modern ship-building plant.

Figures just released officially state that since 1955, more than 10,000 people have relocated. Assuming that the present trend continues, and we believe it will, our population pattern by the end of the 20th Century will be vastly different from what it is now.

As part of the centralization programme, The Newfoundland and Labrador Housing Corporation in cooperation with Central Mortgage and Housing Corporation has developed land assembly projects in designated growth areas. More than 600 lots have been prepared and 330 housing units constructed to date.* The Planning Division of the Department of Municipal Affairs has played a most important part – preparing municipal, sub-division and public services' plans for the designated growth areas. The Resettlement Advisory Committee of the Department of Community and Social Development offers many types of assistance to people moving from old to new locations.

One of the effects of the resettlement programme has been a developing consciousness of the need for community planning, for higher standards of road construction, for better public water supply and sewage disposal systems, and indeed, the normal amenities and services of modern urban living.

Some of us naturally get, now and then, a nostalgic yearning for the Newfoundland we knew in our youth. However, we cannot ignore the necessities of the present generation, nor the utter failure of the methods and communal pattern of the old days to meet the challenges of today and the future.

* This spring a federal-provincial land acquisition agreement, involving 300 acres for future residential development in Corner Brook, was announced.

Au Sujet des

Par RONALD R. JEFFELS,
Doyen du College and Student Affairs,
University of Victoria.

LA TRADITION nous laisse croire que très peu de choses sont certaines dans cette vie: le cliché veut la mort et les taxes les deux seuls aspects permanents de la vie civilisée. A cette liste, j'en ajouterais d'autres et en particulier, la prédominance des statistiques et l'inévitabilité du changement lui-même.

Ceux de nous qui vivent en 1969 se sont habitués au changement, au balayage en règle de l'ordre fondamental dans notre façon de vivre, travailler, jouer et conduire notre vie privée. Aucun aspect de notre existence n'échappe à la vicissitude et nous n'avons aucune raison de croire qu'il n'existe aucune contrainte qui amènerait des changements dans nos valeurs morales et humaines.

La plupart d'entre nous insistent qu'il existe certaines valeurs humaines immuables qu'on peut énoncer sous forme de principes qui ne s'érodent pas avec le passage du temps, certaines valeurs qui sont communes à presque toutes les civilisations même si elles sont attaquées à des intervalles fréquents par des catastrophes naturelles ou d'origine humaine: la guerre, la famine, la maladie, la sur-population, l'anarchie psychologique, la subversion politique.

Valeurs immuables

Enoncer est omettre, et sans doute que votre liste de valeurs humaines peut varier de la mienne, mais j'y inscrits les suivantes:

1. La disponibilité continue de nourriture, d'un abri et de vêtements en quantité et qualité suffisante pour assurer la continuation de la vie corporelle. La vie spirituelle de l'homme n'est pas manifeste hors de son contexte physique.
2. Le respect de la vie humaine et de la vie spirituelle, tel que garantie sous l'empire de la loi.
3. Le désir des êtres humains de se multiplier et de s'illustrer par la procréation d'enfants, et le droit de transmettre à ces enfants par l'éducation ce qui a été appris durant une infinité de décades d'expérience et de vie.
4. Le désir des hommes d'entreprendre des activités constructives et créatives afin d'assurer leur propre dignité en tant qu'individus.
5. Le désir d'une communion spirituelle avec d'autres hommes pour que la vie ne soit pas envahie par la plus cruelle des souffrances humaines – la solitude.
6. Le privilège de nourrir des rêves et des aspirations personnelles qui mènent vers le bon et le bénéfique non seulement pour nous-mêmes mais aussi pour les autres.
7. Et, finalement, le droit de l'homme de rechercher et de déclarer la vérité dans tout secteur où il veut bien concentrer son attention: la religion, la science, la technologie, les arts, les lettres, les sciences sociales.

Ces valeurs fondamentales, orchestrées et extériorisées dans la vie d'un être humain, constituent l'existence spirituelle de l'homme et sans doute, ses manières, sa conduite et ses actions s'inspireront directement des valeurs qu'il estime le plus.

Même si je soutiens que les valeurs énumérées représentent une partie des codes d'éthique de la plupart des hommes (et presque toutes sont inscrites à l'enseignement moral de tous les chefs spirituels à travers les âges), il est des changements dans la façon que les hommes appliquent ces valeurs, souvent presque par mutation, alors qu'une décade s'enchaine à une autre. L'application pratique des codes d'éthique a différé dans l'ère victorienne, l'ère edwardienne, l'ère de la "génération perdue", l'heure des "beatniks", celle des jeunes "en colère", des "hippies" et des "yippies". Essentiellement, une génération se conduit selon sa réaction à une série de problèmes, qui, même s'ils ont existé dans le passé, se manifestent de nouveau à différents intervalles avec une nouvelle intensité et dans des circonstances différentes.

Nous devons être prêts au changement dans l'application des valeurs humaines. Il n'est pas possible, par exemple, d'appliquer aveuglement un système de valeurs ou un code de moralité en 1969, lequel aurait été élaboré, il y a plusieurs siècles, pour un groupe de tribus nomades Hébraiques. C'est pour cette raison que certains trouvent difficile à comprendre et à supporter les récentes déclarations de sa Sainteté le Pape au sujet de la limitation des naissances. Ses déclarations semblent renier plusieurs des connaissances acquises au sujet de la psychologie, la psychiatrie, la sociologie et la démographie.

Une ère se glisse dans une autre; les années courent. Quelques fois, le changement est imperceptiblement lent, mais plus souvent, il est violemment rapide. La vie est transformée par une série complète de nouvelles conventions sociales et politiques, de découvertes scientifiques et d'inventions technologiques. Le 20e siècle a été témoin d'une explosion des horizons mentaux et

Valeurs Humaines

Adapté de l'anglais par Jacques Ledoux,
Directeur Administratif,
Division du Québec.

physiques, et chaque étape du développement physique de l'homme a donné naissance à une multitude de problèmes d'une complexité variable et certains semblent insolubles.

L'envolée dans l'espace, la nouvelle science du contrôle des naissances et de la mort, les moyens de transport rapide qui rétrécissent l'univers, les communications mondiales instantanées, la machine qui remplace le muscle et même certaines opérations de l'esprit, le bien-être social, l'assurance-chômage, les vacances payées, les allocations familiales, les pensions, la nouvelle dimension du loisir, sont tous des merveilles physiques et sociales du présent centenaire. Toutefois, plusieurs d'entre elles ont entraîné des problèmes humains de vastes proportions: la science et la pratique de la guerre est encore plus horrible à cause des développements scientifiques et technologiques; la liaison traditionnelle entre l'homme et la nature est menacée à cause d'une série de contraintes interposées; la vie des individus est bouleversée à mesure que les anciennes tâches sont remplacées par de nouvelles qui nécessitent des connaissances raffinées; la nouvelle dimension du loisir amène un sentiment de malaise et de frustration pour ceux qui ne peuvent s'occuper de façon constructive; et finalement, avec la nouvelle mobilité, la révolution dans le comportement sexuel, le taux élevé de divorces et l'abdication partielle des responsabilités des parents menace les bases de la cellule sociale fondamentale, la famille, et risque la destruction de la vie familiale.

Les notions préconçues de moralité ne sont plus acceptées par un segment important de notre génération. La sagesse conventionnelle est de plus en plus considérée l'adage d'un passé, d'un monde et d'une démarche maintenant révolue et n'ayant aucun fondement dans l'empirisme. On nous laisse souvent croire que les décisions morales sont maintenant la responsabilité de chaque individu. Chacun décide de ce qui est bon pour lui-même et du mode de vie qui lui permettra de se réaliser le plus complètement possible. Il n'est aucune source fondamentale ni de moteur primaire d'où émanent les idées et les valeurs morales. En effet, si Dieu est mort, chaque homme devient lui-même un demi-dieu capable d'agir séparément et indépendamment selon ses croyances et selon un code de moralité dont il reconnait la validité pour lui-même mais qui n'est pas nécessairement valide pour d'autres. On ne peut qu'espérer que ces dieux distincts inventeront des systèmes de conduite qui ne seront pas en conflit violent les uns envers les autres.

Chacun de nous est conscient plus que jamais qu'il est impossible de réaliser en toute sérénité les valeurs auxquelles nous attachons de l'importance, à moins que des garanties fondamentales semblables soient étendues à tous les membres de la communauté mondiale. Nous sommes conscients de l'interdépendance des nations au niveau économique. Nous savons que les fluctuations du marché dans une partie du monde entraînent une réaction à chaine sentie partout. Mais au sens spirituel, nous semblons presque froidement retirés de certains problèmes humains qui persistent ailleurs dans le monde dans certains secteurs tels l'éducation, la santé, le bien-être social, l'explosion de la population, la famine, l'absence de droits de l'homme – et la liste peut être allongée à volonté.

Nous ne sommes pas encore suffisamment touchés par la condition des habitants du Biaffra ou celle des Indiens (les nôtres et ceux de l'orient), des paysans du Vietnam, du nègre dans les ghettos aux Etats-Unis, et de la condition déplorable de ceux qui vivent dans les territoires d'Asie et d'Europe sous le contrôle du communisme. Nous sentons une vague sympathie, une lueur momentanée de sympathie, mais nous ne pouvons ou ne voulons partager au jour le jour les sentiments aigus de désespoir et de frustration qui sont la norme de vie dans les régions sous-développées du monde. Et pourtant, dans une communauté mondiale toujours plus resserrée avec des secteurs de plus en plus nombreux d'interdépendance, nous ne pouvons nous permettre de négliger les conditions désespérantes de tant de nos semblables.

Notre sens des valeurs humaines est faux s'il n'est réservé qu'à certains groupes surtout lorsque les privilèges ne sont pas disponibles aux autres. Le problème ne peut nous être étranger surtout lorsque le Conseil Economique du Canada rapporte qu'un cinquième de nos propres concitoyens vivent au-dessous de la ligne de pauvreté. Peu importe nos croyances philosophiques, les valeurs humaines sont aux yeux de ces gens tout au moins diminuées sinon complètement absentes.

En résumé, nous avons besoin d'une garantie pour les valeurs humaines de tous les hommes, peu importe qui et quoi ils sont, car aussi longtemps que certains membres de la communauté mondiale souffriront de privations physiques et psychologiques, chacun de nous sera diminué, plus petit que ce que nous devrions être spirituellement.

Our National Arts Centre

By BARBARA LAMBERT
CPAC National Councillor-at-Large

THE OPENING of the National Arts Centre of Canada in downtown Ottawa this June unveiled one of the most sophisticated showcases for the performing arts in North America. For the first time, adequate facilities exist in the capital city for performances on a grand scale. The world's largest companies will be able to present lavish productions of opera, drama, music, and dance. Small scale productions have been given equal consideration, including a specially-designed studio for experimental theatre. Advanced construction techniques provide exceptional sound and light control, while backstage facilities are superb.

As a national centre, it is appropriately located within sight of Parliament Hill, adjacent to Confederation Square. The complex structure climbs the west bank of the Rideau Canal, just before the water falls into locks leading to the Ottawa River. Its massive, hexagon-shaped concrete forms contrast dramatically with nearby offices of glass and steel. Its plain wall surfaces create a simple foil to the rich patterns of the neo-gothic buildings across the way – the rough stone walls and sloping copper roofs of the Parliament Buildings and the Chateau Laurier.

Previously, this windswept, six-and-a-half acre open area tended to separate the upper and lower shopping and business districts. Now, the landscaped terraces and sculpture courts surrounding the Centre bring the two together again, by tempting people to wander through a pleasant urban park. At night, the wide variety of programmes offered bring people flocking in to a formerly lifeless spot.

Suggested plans for major redevelopment of the east bank of the canal include new convention facilities and a marina for small boats. When redevelopment is complete, the Centre will be a main focal point for the city – a physical link between east and west. In the opinion of the architect, Fred Lebensold, a partner in the Montreal firm of Affleck, Desbarats, Dimakopoulos, Lebensold and Sise, it will then have become a main focal point in Canada's cultural life.

The 30-foot drop from Elgin Street to the canal allows the great volume of the Centre to be hidden away beneath pedestrian feet. The highest roof remains at a lower level than those of every surrounding building. On the canal side, its heavy masses block street noises and partially enclose an area suitable for outdoor performances.

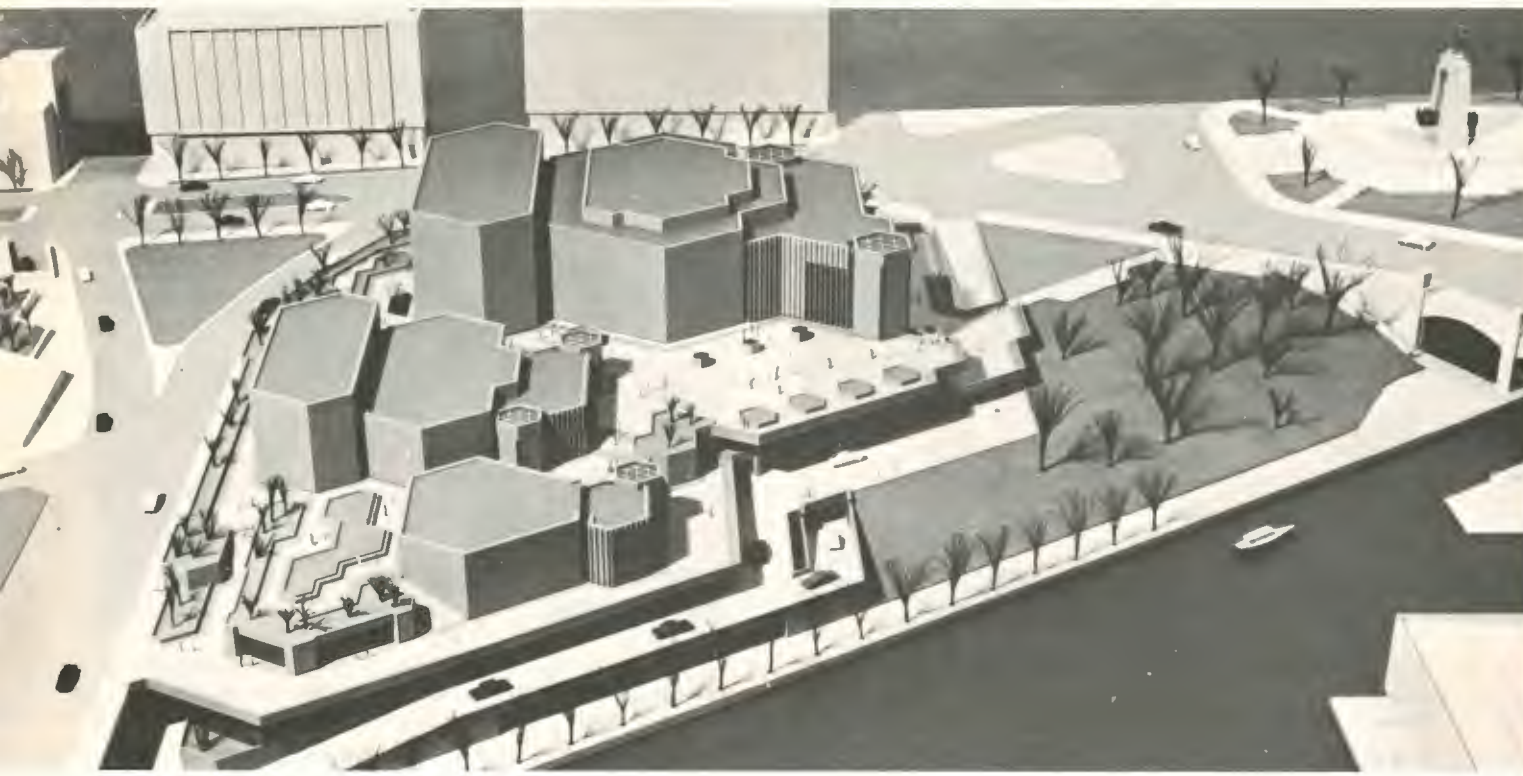
Reflecting the site shape, the plan is composed of a series of hexagons, juxtaposed or interlocking. This hexagonal motif repeats throughout the structure, from exterior forms to interior details, but the small studio is the only building which is hexagonal inside as well as outside. One can identify the three main halls from the street. Arranged in descending order down the slope, the huge opera house stands at the top. Next comes the middle-sized theatre, designed for drama, chamber music and soloists. The small studio for experimental theatre stands closest to the canal bank.

One enters on foot from the terraces, by taxi from the canal road, or by escalator or stair from the 900-car underground garage. This three-storey garage also has three entrances in order to avoid traffic snarls. There is an efficient underground street system for deliveries.

A complex circulation pattern leads from the main entrance to all the varied services of the Centre. Besides the three theatres there is a salon for chamber concerts and receptions, extremely efficient backstage technical equipment, rehearsal areas and dressing rooms. Restaurants, lounges, administration offices and several specialty shops are included in the Centre, assuring its use when the theatres' lights are dark.

In his design of interior shapes and finishes, the architect deliberately created widely differing effects. His approach is bold and positive. The central lobby is a sombre space, bending in angular shapes past each of the main halls. Wide and high before the opera house, the ceiling lowers, the corridor narrows and changes shape outside the smaller theatre and studio. On theatre nights, a background of stark lines and roughly finished walls contrast with the fragile shapes of elegantly clad patrons, surging up the grand stairway, or crowding into the gourmet restaurant on the balcony.

Moving from this austere background into the warmth and colour of the opera house produces a sudden assault on the senses. The seats and carpets are red; the fascia of the boxes is off-white; lights riding up the columns are gold. The visible ceiling hangs over the audience like a huge chandelier. Consisting of whirling semi-circles of whitened metal strips and flags, it is acoustically transparent, and acts as a lighting fixture as well. A work of art by Julien Hebert of Montreal, it can be moved up or down for different acoustical effects. It hides from the audience a reverberation chamber about 20 feet high, where the true ceiling



The Centre's three main halls are easily identified in this model. At the top stands the huge opera house; next is the middle-sized theatre for drama and chamber music; closest to the Rideau Canal is the smaller studio for experimental theatre. National War Memorial can be seen in top right-hand corner.

Crimson and gold are the warm tones predominant in the 2300-seat opera house. Because of continental seating (no centre aisle) and because the farthest seat in the third balcony is only 114 feet from the stage, this theatre retains the intimate quality so necessary for communication between performers and audience. (Photo by Alain Desvergnes)

Architect Fred Lebensold and Director General G. Hamilton Southam confer on the canal promenade as National Arts Centre construction progresses. (Photo by John Evan)

"Three Graces," by the late Ossip Zadkine, is one of only two free-standing sculptures commissioned for the National Arts Centre. The bronze figures provide a striking centrepiece to the formal main entrance foyer.

finish is three-inch plaster moulded into inverted pyramids.

Acoustically, the hall is extremely flexible. Hydraulically-controlled sounding boards and curtains in the ceilings and walls alter acoustic quality to suit either voice or orchestral presentations. The lighting system is such that a required sequence of changes in light levels can be recorded in rehearsal and played back during performances in correct order, even most complex changes being activated by one manual control.

The opera house conveys a sense of grandeur and occasion. The 800-seat theatre is a more intimate space. A semi-circular auditorium with a steeply-sloped floor and a single balcony, it uses conventional seating arrangements. Designed primarily for the open "thrust" stage similar to the one at Stratford, a section of floor shaped like a half-circle can be raised to regular stage level. When lowered even with the floor, this thrust section can be used to provide an extra 40 seats, raising the total audience to 970 people.

Flexibility is the basic theme of the small experimental theatre. Capable of seating 288 at floor level, it has no fixed stage position or seating arrangement. The bare concrete walls enclose a hexagonal room completely surrounded by two narrow balconies. The top one is for technicians only. The lower one can be used also by actors, or can seat an extra 90 people.

All three theatres have simultaneous translation facilities, are suitable for radio and television broadcasts and are equipped to show films. Sound can be directed from the auditorium into the lobbies so that late-comers can follow performances. Equipment has been installed for a future closed-circuit television system allowing stage activities to be shown on screens in lobbies, back-stage, and in offices.

Throughout the Centre, works of art have been carefully integrated into the fabric. Two huge doors of cast aluminum, designed by Jordi Bonet of Montreal, move on soundless pivots to separate the salon from the lobby. Tapestries, murals, theatre curtains, a fountain in the foyer are included among many works commissioned for the purpose. Positions of the free-standing sculptures were planned from the beginning.

Ideally, the capital city of any country should express in its physical shape and cultural life, the best that the nation's people can produce. Physically, Ottawa is one of the fastest growing cities in the country. Not yet so visually exciting as the natural contours of its river setting would permit, it is struggling toward improvement.

The present effort to produce a bilingual nation will find a new outlet in the location of the National Arts Centre. Programs of equal value and interest will be produced here in both languages, and will travel across the country on a regular basis. Hamilton Southam, the director-general of the Centre, has said that the National Arts Centre could be a meeting place, unique in Canada and unique in the world, of two of the highest cultural expressions ever achieved, the English and the French.

In actual fact the Centre will be a meeting place for all the world's languages and cultures. It should truly represent the multi-racial origin of Canadian citizens.

The Importance of Privacy

in Building Human Values into the Community

By DR. ABRAHAM HOFFER*

IMPLICIT in the theme "Building Human Values Into The Community" is the belief that our environment, urban or rural, can be ordered, designed and constructed so that, as a logical consequence, positive human values are enhanced and negative human values minimized. Many may consider this a bold and perhaps impossible goal. In fact, it is bold, but whether it is attainable will never be known until someone tries.

Only within the past decade have planners, architects, psychologists and sociologists begun to talk to each other and to develop a new branch of science which might be called psychosocial planning. Perhaps we are at the beginning of the development of a new breed of community planners who might be said to practice the science of psychosocial community planning.

It may be asked, how can any planner build a community which enhances human values when human values cover areas of religion, economics, social, political, psychological, artistic, scientific, public health and many others. A community designed to enhance political values may not be very effective in furthering scientific values. A community designed by architects who ignore health values may be completely inappropriate.

Does this mean that we must design a community for each kind of value system? This obviously is impossible and would merely create chaos. Or must we order our values in a hierarchy, using this hierarchy to establish priorities for those values which seem to be more important to the community while ignoring values which rank the lowest? I do not believe there is any way of doing this because it seems to be impossible to design one community which is going to account for all the human values. If it were possible, I would assume it would be a very rigid structure which would soon be out of phase with human evolution.

Development Laws

If we are going to create a science of community development, we must discover meaningful laws to be used as a guide. This is a problem which has faced every protoscience. For example, Galileo is properly honored as one of the first great scientists, not so much because he saw more stars than anyone else but because he showed how certain properties of matter can be abstracted and described by mathematical laws. He showed, for example, that it does not matter whether a ball is red or black, if one is interested in how fast that ball rolls down an inclined plane. What does matter is an abstract property called mass. In a similar way we can abstract from the total set of values simple rules or laws which can guide us.

Can we enunciate certain principles which, if obeyed, must necessarily lead to a community in which all human values are more easily attained? I am certain that this is fairly easy for technologically simple matters like sanitation where one could pass a law which stated simply, "Thou shalt not pollute the atmosphere or thou shalt not pollute the water". Once standards are

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Dr. Hoffer is presently in private practice in Saskatoon, where he lives with his wife and three children.

This is an edited version of his address in Victoria last October.

set, these laws could be enforced if economic factors were not over-riding and would certainly control the problems of pollution.

If such laws can be found, not only will human values be enhanced but our communities will be able to grow and change in tune with cultural and social developments. Nature has general laws with which all life must conform but these leave enormous room for variation. Nature lays down strategy but allows much room for tactical variation. Since humans are animals and must live within the structure of their animal body, it seems self evident that these laws must be rooted in our biological nature, both physical and psychological.

For your consideration, I will propose one such hypothesis. It is this: "Achievement of human values is a function of voluntary privacy or its functional equivalent".

Need for Privacy

I do not think that many people will argue with the proposition that privacy is one of the major human needs. Sick people generally require much more privacy than do healthy people. But even for healthy people privacy is a very important fact of life and is an object of exchange which is bought and sold. It is bought and sold for example, in hospitals where people pay more for private rooms, in hotels, in transportation, in the theatre, in public restrooms where a quarter will purchase a few moments privacy.

Often privacy is a great luxury. For example, Phyllis McGinley writes, "The poor might have to huddle together in cities for sake of protection. But in each civilization, as it advanced, those who could afford it chose the luxury of a withdrawing place. Egyptians planned vinehung gardens, the Greeks had their porticos and seaside villas, the Romans put enclosures around their patios. . . . Privacy was considered as worth striving for as hallmarked silver or linen sheets for one's bed. In this same respect Goffman comments upon the lack of front and back region differentiation in contemporary lower class residences."

Invasion of Privacy

The ability to invade privacy is also reflective of status. Those for whom subjects are willing to lower their barriers of privacy are accorded high prestige. For example, a physician has a high social rank not only because of his training but because of his authority to ignore the barriers of privacy. Patients bare their bodies and souls to their physicians. This applies to the confessional, where penitents bare their actions and souls to the confessors who are accordingly given high prestige. This also applies to lawyers, who are able to obtain innermost secrets from their clients and cannot be forced to divulge them to anyone. People who are permitted to invade privacy have clear-cut obligations in the manner information is obtained and used. For example, there must be guarantees of confidentiality.

Invasion of privacy is generally considered a very serious matter and includes actions like breaking and entering, breaking into a home without a warrant, electronic snooping, eaves-dropping, and peeping. One might even consider rape as the ultimate invasion of privacy. Surgery without the consent of a patient is an invasion of bodily privacy and, of course, murder is the ultimate invasion of privacy.

Thus it is clear that privacy is a vital need of man. It must be voluntary or else it loses its main effect. Involuntary privacy may be just as dehumanizing as involuntary lack of privacy and people will go to any extreme to overcome it. I think the best examples are the private cells or black holes of some of our prisons.

Functions of Privacy

1. *Group preserving function.*

Withdrawal into privacy often makes life bearable when living with a person with whom life is sporadically unbearable. If privacy were not available, the relationship might have to be terminated. One man I know finds his alcoholic wife's behavior unbearable but he still remains protective and kind toward her and fond of her only because he is able to be away from home several weeks at a time many times during the year. If he could not do so, I am certain that they would have been divorced a long time ago.

Entering and leaving others' privacy is built into our social and psychological structure. Before entering a home, one has to go through certain rituals, such as knocking on the door or ringing the bell; before leaving, there are certain rituals which occur in the hall. The same thing applies to members of one family where each member must respect the privacy of every other member.

2. *Status.*

It is quite obvious that the upper ranks or upper echelons of any institution or organization are given greater privacy than the lower ranks. In the armed forces, officers are given better quarters and have much more privacy than do privates. In civilian life, the president of a company has more privacy than the lowly clerk and this may be demonstrated by the size of his office, by the number of rugs on the floor, by the weight of the door which he uses to close himself in, and by the size of his desk.

3. *Deviation.*

All social groups apparently require some quotient of ignorance or deviation, for example, between child and father. It is quite obvious that if the father knew everything that the child did, or if the child knew everything that his father did, it might be very difficult for them to continue their fine relationship.

This also applies between husband and wife who are generally advised not to intrude too deeply upon each

other's privacy. Over the years I have been amazed by the fact that so many schizophrenic men and women manifest the first indication of their illness when they begin to demand that their other partner share with them in detail many private matters which they had better not know.

4. *Secrete consumption.*

It is quite obvious that there is some discrepancy between public attitudes and what is privately believed. This is especially true for sexual practices, but today there seems to be a closer approachment between what society believes and what society does. However, there still is a certain amount of secrete consumption.

5. *Relaxation.*

Humans require relaxing attitudes which they cannot indulge in public. This is why in private many people are able to adopt positions and attitudes and do things that they could not possibly do in front of any public.

6. *Territoriality.*

The concept of territoriality has been widely examined by biologists in relationship to animals and human behavior. It may well be that the function of territoriality in humans is to insure privacy in the same way that the function of territoriality in birds is to insure proper reproduction of the species.

Sensory Privacy

Absolute privacy consists of space in which a person is unaware of the presence of any other person, where using all the known perceptual organs it is certain no one else is, in fact, present. If man had no perceptual apparatus, if he could not see, hear, touch, taste or smell he would never know whether his space is private or not. Every person is enveloped by a space whose dimensions vary with the perception used to sense it. We have a hierarchy of senses for detecting the presence of others and these range from sight, which samples up to infinity, to touch, which depends upon physical contact.

A decade ago there was a vogue for open living which became a form of togetherness. This was one result of theories of togetherness or of human interaction. As a result, some houses seemed to have only one large room in them which included kitchen, living room, etc. No one in the room would be visually unaware of anyone else in that room. I have often wondered what sort of effect this kind of involuntary living had upon children brought up in this environment which they had no free choice in developing. This might be an interesting psychological study. Walls are therefore visual barriers which help maintain one's privacy and they must be opaque. Large picture windows invite people to look in and thus invite intrusions upon one's privacy. Visual privacy may be the simplest to obtain.

Auditory privacy is harder to obtain for acoustic waves are not shut out as easily. It is also much more expensive and may involve not only the construction of special sound absorbing buildings and cities with special non-reflecting materials but may require either moving away from the noise pollution or of moving the noise pollutants (for example, airports) away from cities. For some, acoustic privacy is even more important than is visual privacy. Some are very embarrassed when they flush the toilet in their bathroom if other people are present nearby. One of the complaints against apartment living is the lack of auditory privacy. Noise pollution is, after all, simply an intrusion upon our privacy and like all intrusions may be psychologically, socially, and physically harmful.

Olfactory space is much smaller in volume than either visual or auditory space and consequently should be easier to control. Air pollution is an invasion of our privacy but we have not yet learned how it should be controlled. We have, however, within the past decade become aware of its seriousness and at least there is general agreement that it should be controlled. Powerful perfumes or excessive body odor are considered an invasion of olfactory privacy by many. The solutions to olfactory intrusions are technologically simple even if they are not economically simple: it is to prevent air pollution and to improve ventilation in our homes.

Violation of taste privacy is very common and occurs when our food or water is polluted, poisoned or contaminated. This kind of intrusion of our privacy only operates when the pollutant has an undesirable taste. It then becomes an intolerable invasion of taste privacy, perhaps even more than is invasion of visual or auditory privacy.

The most intimate private space is that involving touch or contact. Intrusions against tactile privacy are often punished severely. Three of the most flagrant intrusions of touch privacy, although this also involves the other private spaces, are rape, assault, and murder. The penalty may be capital punishment, another form of retaliatory invasion of tactile private space.

Attaining Privacy

Privacy can be attained by careful design of space but since the concepts of privacy are rather novel, too little attention has been given to these problems. Visual privacy may be obtained by the use of walls, doors, opaque screens, vegetation, real or simulated, and by other opaque barriers using even darkness and shadows. In public places such as waiting rooms in airports, stations, doctors offices, the functional equivalent of private visual space can be created by the proper use of seating arrangements, by visual barriers and by grouping of waiting spaces away from walking spaces. It can be provided by one-way glass which allows people to look out but prevents anyone from looking in. Auditory privacy can be obtained by sound barriers or

baffled or by the creation of background or white noise. It may be attained by use of sound absorbing materials on floors, walls, etc., and on a community level by preventing sound pollution. It should not be difficult to design such spaces if planners and designers will recognize their need.

People seek a balance between their public and private world. About 15 years ago Drs. Osmond and Sommer began to investigate the way people related to each other in space. This type of study has been called proxemics by T. E. Hall. For example, they found that people tended to align themselves in particular ways depending upon the space in which they found themselves, upon their culture background, etc. If two people approached a square table they would, if given a free choice, more often sit at right angles to each other than side by side. In the right angle position people have a greater choice and can invade each other's privacy by looking or can look away.

A whole philosophical system or psychiatry was created because Freud could not tolerate having his patients look at him. As a result he developed the idea of having them lie on a couch while he sat behind them. This has the added advantage that it is possible for the analyst to catch a few naps while his patient displays his innermost thoughts.

Deprivation of Privacy

Another consequence of lack of privacy in mental hospitals is the interference with interaction with other people. Psychiatric patients often by their disease are alienated from their fellows. When they recover it is often a major problem to regain the social skills they had before they were struck by their illness. The lack of privacy in most mental hospitals inhibits human relations and so slows recovery.

Riots have plagued cities for centuries and perhaps they have their roots in the need for privacy. A recent study of riots in New Jersey found that the people who participated in riots were no poorer, or more unemployed than people living in the same area who did not participate in the riots. A factor which was not considered was the effect of lack of privacy and too much enforced privacy among certain members of the population. Ittelson defined privacy as a situation wherein a person had the widest range of personal choice. This seems to be an excellent definition. I suggest that among the important variables in racism and perhaps in riots is a deficiency in this kind of privacy. Blacks and other colored minority groups have not been given access to the same privacy as have the majority groups. Thus blacks have been kept out of certain areas of cities, out of certain institutions, out of some types of employment, etc.

I believe everyone wishes to have the right to participate in all areas of human activity whether or not he chooses to exercise that right. According to Ittelson, when privacy is forbidden on account of characteristics over which a person has no control such as height, weight, color of one's skin or hair, this is considered the most undesirable form of deprivation of privacy. Other reasons for privacy deprivation are economical. As I mentioned earlier, the rich can afford to purchase privacy not available to the poor. It has been suggested that people can purchase services by the use of money, or the use of time, or by the surrender of privacy. A motorist who drives into the centre of a large city must pay for his privacy in his car by the expenditure of money and of time since he may spend large chunks of time waiting to reach his destination. A poor man who has little money may have to pay for getting into the city by giving up huge chunks of privacy in buses or subways.

Human Values and Privacy

A. A. Berle, Jr., former assistant secretary of state, listed ten human values which he considered self-evident. These were:

1. People are better alive than dead.
2. People are better healthy than sick.
3. People are better off literate than illiterate.
4. People are better off adequately than inadequately housed.
5. People are better off in beautiful than in ugly cities and towns.
6. People are better off if they have opportunity for enjoyment – music, literature, drama, and the arts.
7. Education above the elementary level should be as nearly universal as possible; through secondary school and higher education as widely diffused as practicable.
8. Development of science and the arts should continue or possibly be expanded.
9. Minimum resources for living should be available to all.
10. Leisure and access to green country should be a human experience available to everyone.

In my opinion, these desirable human values and many more will be possible only when in the design of our communities and institutions, we take into account the aspects of human privacy which I have briefly tried to describe to you. Therefore, I believe that what little evidence we do have suggests that the hypothesis I have framed is more apt to be right than wrong, that is, achievement of human values is a function of privacy or its functional equivalent.

What is desperately needed is a massive effort to research this proposition. It is being examined on a small scale. We need to scale up this research a hundredfold and we must do so immediately.

CPAC LOGO CONTEST

Wanted: a new national identification symbol (logo) for the Community Planning Association of Canada

SURE, we could commission professional logo-designers to do the job. But instead we've decided to invite you – the members of CPAC – to submit your ideas for its creation.

"What CPAC needs is more membership involvement," you said in answering last year's questionnaire-type survey. Here is one way you can become involved in promoting the image of the Association nationally, provincially and locally. We hope you'll accept the invitation and the challenge.

Any member of the Association may enter CPAC's Logo Contest, and you may submit as many entries as you wish, as long as they reach National Office before 31 July 1969. Preliminary screening will be done between then and the date of CPAC's National Planning Conference. Final selection of the logo design will be made by National Council and announced at the Annual General Meeting on 17 September in St. John's, Nfld.

Then, as quickly as possible, the new logo will be introduced on CPAC letterheads, envelopes, brochures, posters, display material – maybe even on the cover of the REVIEW. Hopefully, it will become the bilingual symbol for instantaneous identification of this unique citizens' voluntary organization and the objectives it stands for.

The above paragraph is really the clue to the winner of this contest. We are looking for a logo portraying the character and philosophy of CPAC, readily adaptable by regular printing techniques to a variety of uses. The design must be equally effective when blown up to billboard size or reduced to postage-stamp proportions. It must be flexible enough for reproduction in a combination of colours or merely black and white.

For these reasons, we suggest that you submit your proposal on a series of 20″ × 30″ sheets – similar to the illustrations accompanying this invitation:

On Sheet 1 please detail the elements or ingredients you have used to develop your idea, and show how they are symbolized.

On Sheet 2 bring these ingredients together in your basic logo design. Preferably, this should be drawn black on white and also reversed.

On Sheet 3 give suggestions for two specific applications of your logo: incorporated into a bilingual

Demandé: Un nouveau symbole d'identification (logo) pour l'Association Canadienne d'Urbanisme

SANS DOUTE, nous pourrions commissioner un héraldiste professionnel pour compléter cette tâche. Mais nous avons plutôt décider de demander à vous – les membres de l'A.C.U. – de soumettre vos idées sur sa composition.

Une de vos remarques dans l'enquête-questionnaire de 1968 était: "L'A.C.U. doit impliquer ses membres". Voici une façon d'être impliqué à la promotion de l'image de l'association tant sur le plan national que sur les plans provinciaux et locaux. Nous espérons que vous accepterez l'invitation et le défi.

Tout membre de l'Association peut participer au concours d'écusson pour l'A.C.U., et vous pouvez soumettre autant de suggestions que vous le désirez en autant qu'elles sont reçues au Bureau National avant le 31 juillet 1969. L'élimination préliminaire sera complétée entre cette date et celle de la Conférence Nationale d'Urbanisme. Le choix final d'un écusson sera fait par le Conseil National et présenté à l'assemblée générale annuelle le 17 septembre à St-Jean Terre-Neuve.

Par la suite et aussitôt que possible, le nouvel écusson sera utilisé sur les entêtes de lettre, les enveloppes, les brochures, les affiches – et peut-être même sur la couverture da la REVUE. Nous espérons qu'il deviendra le symbole bilingue qui permettra l'identification instantanée de cet unique organisme de citoyens bénévoles et des objectifs qui l'animent.

Le paragraphe ci-dessus contient l'indice qui permettra de gagner ce concours. Nous cherchons un écusson qui illustre le caractère et la philosophie de l'A.C.U.; Il doit être facilement adaptable à une multitude d'usages à l'aide des techniques régulières d'imprimerie. Le dessin doit être aussi efficace en grandeur panneau-réclame qu'en format réduit aux dimensions d'un timbre-poste. Il doit être assez flexible pour permettre la reproduction en plusieurs couleurs ou simplement en noir et blanc.

Pour ces raisons, nous vous demandons de soumettre vos suggestions sur une série de feuilles 20″ par 30″ – semblable aux illustrations qui accompagnent cette invitation:

Sur la feuille numéro 1, indiquez le détail des éléments ou ingrédients que vous aurez utilisés pour déve-

letterhead, and as a cover design for this magazine. (This will prove how adaptable your logo is to various sizes for practical use.)

On Sheet 4 expand on the logo's flexibility for other visual presentations – using as many colours as you wish to prove its suitability.

By the way, the accompanying illustrations are examples only. We hope they don't tend to influence you in developing your own original ideas. If, however, you feel that this design merits consideration by our judges, please let us know.

Mail your entries, before 31 July 1969, to:

CPAC Logo Contest,
425 Gloucester Street,
Ottawa 4, Ontario.

DEVELOPMENT OF LOGO

MAN

DIRECTION
PURPOSE
FUNCTION
PLAN

CONTAINMENT
COMMUNITY
DISCIPLINE
URBAN

BASIC LOGO

lopper votre idée et indiquez la façon de les symboliser.

Sur la feuille numéro 2, rassemblez ces éléments en dessinant votre écusson. Le dessin devrait préférablement être en noir sur blanc et aussi en blanc sur noir.

Sur la feuille numéro 3, illustrez vos suggestions pour deux applications pratiques: en incorporant votre écusson dans un entête bilingue et sur une couverture pour cette REVUE. (Ceci démontrera l'adaptabilité de votre écusson à diverses grandeurs utilisables.)

Sur la feuille numéro 4, démontrez la versatilité de votre écusson en regard d'autres présentations visuelles – en utilisant autant de couleurs que vous jugerez nécessaires.

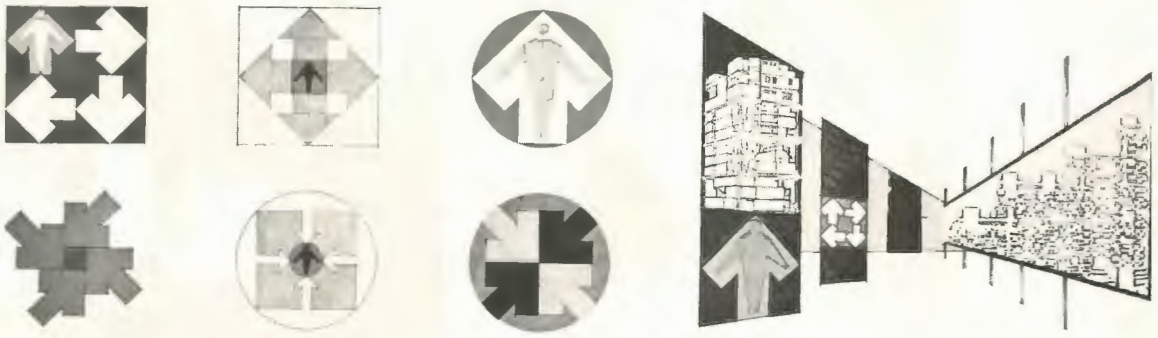
Disons, en passant, que les dessins illustrés ici ne sont que des exemples. Nous espérons qu'ils ne vous influenceront pas dans le développement d'idées originales. Si vous croyez toutefois que ce dessin mérite d'être considéré par nos juges, laissez-nous le savoir.

Expédiez vos soumissions avant le 31 juillet 1969 à:

Concours – Ecusson A.C.U.,
425 Gloucester Street,
Ottawa 4, Ont.

PARTICULAR APPLICATION OF LOGO

FURTHER DEVELOPMENT OF LOGO
FOR EXHIBITIONS AND CONFERENCES



NEWS, VIEWS, AND NOTICES

B.C. FIRMS ENHANCE THEIR NATURAL ENVIRONMENT

The 1969 winner of British Columbia's biggest and most unique beauty contest will be announced in June. The annual contest was established last year to encourage industrial beautification in the communities of B.C.'s lower mainland.

Sponsored by Canadian Park and Tilford Distilleries Ltd., the competition drew 81 entries in 1968 from a variety of businesses, large and small. The trophy (see photos) was awarded to Vancouver Tug Boat Co. Ltd., of North Vancouver, which made a salvaged anchor the centrepiece of its new head office landscape on property recently reclaimed from the sea.

"Our intention is to recognize industrial self-improvement on a broad front, not only in the big cities but the small towns," explained D. W. McNaughton, president of Park and Tilford. "In our first year we made a spectacular beginning and it appears as if the enthusiasm is even greater this year. The co-operation we are receiving at the municipal level is most encouraging."

Board of Trustees for the Park and Tilford Trophy is composed of Hon. Kenneth Kiernan, B.C. minister of recreation and conservation; John M. Buchanan, chancellor, University of British Columbia; Stuart Keate, publisher of the Vancouver Sun; Dr. Gordon Shrum, chancellor, Simon Fraser University, and E. G. (Ted) Stroyan, president of the B.C. Chamber of Commerce.

Judges for the 1969 competition are William R. Rhone, president, Architectural Institute of B.C.; D. C. Lambert, president, Professional Engineers Association of B.C.; Arthur Cowie, president, B.C. Society of Landscape Architects; Hon. Grace McCarthy, B.C. cabinet minister without portfolio; James Barrington, secretary, Lower Mainland Parks Advisory Association; William Brandner, president, B.C. Council of Garden Clubs; and A. H. (Bert) Stroyan, executive director of CPAC's B.C. Division.

WORLD HIGHWAY CONFERENCE

Next year Canada will host one of the most important global planning meetings ever held in this country. The Sixth World Highway Conference – which will deal with many aspects of transportation – will be attended by thousands of delegates from more than 100 foreign countries.

To be held in Montreal 4-10 October 1970, this international conference is expected to be the largest in the history of the International Road Federation. It will bring together experts from around the world to consult on road developments and safety, urban mobility and conservation of human and natural resources.

For further information, please contact:

Executive Secretary,
Sixth World Highway Conference,
Place Bonaventure (Suite 20 Elgin),
Montreal 114, Quebec.

Park and Tilford Trophy designer Jack Lindsay shows the big brass and hardwood plaque to D. M. McNaughton, president of the company which sponsors this annual beautification contest.

First winner of the trophy was Vancouver Tug Boat Co. Ltd., whose uniquely landscaped head office commands a spectacular across-the-inlet view of Stanley Park and the city's skyline. (Photos by Graphic Industries Ltd.)

CCURR ELECTS NEW OFFICERS

The Canadian Council on Urban and Regional Research, at its eighth annual meeting in Ottawa, elected Jean-Marie Martin, economics professor at Laval University, as council chairman and Cyril Henderson, manager of the District of North Vancouver, as vice-chairman. Meyer Brownstone of the University of Toronto is to preside over the standing research advisory committee; Peter Dobush, Montreal architect, is convenor of the nominating committee.

New council members include Denis Coolican, chairman of the Ottawa-Carleton regional government; Marcel d'Amour, mayor of Hull; Guy Desbarats, dean of the planning and design faculty in the University of Montreal; MacDonald Dunbar of the Ontario Municipal Association; William Godsalve, chief commissioner of Saskatoon; Lorne Hewson of the federal Department of Transport; George Hougham, director of the School of Social Work in Vancouver; John Lecky, chairman of the Vancouver Town Planning Commission; Allan O'Brien, mayor of Halifax; Jacques Perreault, city manager of Quebec; Robert Robert of the Quebec department of Municipal Affairs; and Hugh Whalen of Memorial University in St. John's, Newfoundland.

The Urban Research Council encourages the enlistment of new people rather than re-election of the same members year after year. Over 200 Canadians have been appointed or elected to the 60 council seats in its few years in operation. The 1969 annual meeting agreed to designate these former councillors as associate members, thus giving formal recognition to the continuing services many of them render to the Council.

CCURR consists of university teachers, businessmen, professionals and officials of local, provincial and federal governments who are concerned to foster the development and use of knowledge about urban affairs. The Council has made over 70 grants for research and publishes indexes of Canadian urban documents. At the recent meeting, members planned major studies of urban population distribution, the role of cities in regional development programs, and the public questions posed by big downtown package deal developments. During the year the Council is to produce a study of the information needs of urban leaders, and of better ways to meet those needs.

Spryfield Lions Club was one of five 1969 recipients of plaques from CPAC's Nova Scotia Division for outstanding community development. The club sponsored a project which turned Rockingstone Park from a wilderness into a recreational area. L. to r.: Al Grayston, CPAC's N.S. executive director; Hans Foerstal, N.S. division vice-chairman; George Mont, president of the Spryfield Lions Club; and Peter Worthen, chairman of the parks commission. (Wamboldt-Waterfield Ltd. Photo)

CPAC PRESENTS PLANNING AWARDS IN NOVA SCOTIA

The Nova Scotia Division of CPAC has initiated an awards program to recognize planning accomplishments in the province. This year five plaques are being presented, but it is anticipated that in future years only two or three awards will be made annually.

"Objective behind presentation of plaques is to not only recognize eminent accomplishment, but hopefully, spur other bodies in the province to improve the quality of future living in the realm of environmental planning. The Nova Scotia Division of CPAC also feels the awards will give prominence in Nova Scotia to the work of CPAC," said Professor Jim Donahue, divisional chairman.

A citizen organization in the Town of Annapolis Royal, "Historic Restoration Enterprises", has been awarded a plaque for having restored several historic buildings and sites and is continuing to do so – at their own expense.

The Spryfield Lions Club earned their plaque for conspicuous citizen contribution both in money and manpower for having converted a bit of wilderness on the outskirts of Halifax into a delightful park. Members built the roads themselves, sodded a recreation area and provided facilities and canteen – all of which they are maintaining and adding to.

The Town of Lunenburg receives a plaque for its citizen effort in converting one of the old-time bank fishing schooners into a marine museum which will add greatly to the town's tourist attractions. The plaque will be presented at the official opening of the museum in June.

The Town of Wolfville plaque is for its clean-up, paint-up effort, particularly in its main street area.

The Nova Scotia Heritage Trust presentation is for its past successes, vigil and constant attention to preservation of sites and old buildings of historical and architectural value in the province. This group has saved many sites and buildings from demolition and has been able to achieve the restoration of many of the old buildings, thus preserving the heritage of Nova Scotia for posterity. The Heritage Trust has also published an excellent book, "Founded upon a Rock", which gives the history and photograph of many architectural gems in Halifax.

THE CHALLENGE OF METROPOLITAN GROWTH

The growth and change which mark the urban scene across the country represent a special stage in the process of our cities' development. They provide opportunities for rethinking what we want our cities to become and how we want to achieve these goals. We have an opportunity to cast aside old habits of action and non-action, to think anew in the context of present and future needs.

Our compulsion for a new look at old policies is the sheer change in the cities themselves. Today, in place of the compact, defined city of old, we have the spread city; the city annexing mile after mile of the countryside, leapfrogging in giant bursts as it keeps up territorially with exploding population. In that spread city, households and jobs sprawl across the landscape, following the hop, skip, and jump pattern of speculative developments. In the place of a single community power structure – governmental or business – we have a whole cluster of separate centers of power.

But more than changes in land uses and power structures have occurred. Fundamental shifts in the economic base of communities seem to be occurring. We are moving more and more to an economy triggered by scientific research and development. Local communities no longer grow just by the accident of location, the confluence of transportation lines, the old economic criteria of labor, market, and raw material. More often now, urban prosperity hinges on the capacity to attract and hold technical manpower.

As many cities are discovering, new economic growth brings new requirements for public spending: Schools, libraries, recreation, cultural centers, water and sewage systems are among the public amenities expected. The public sector is also under pressure to provide for a new kind of mobility. The expressway systems in our cities allow companies to spread and multiply – with each move giving rise to a need for new facilities.

The situation accounts in part for the new importance of developmental decisions, that is, those decisions in which the city government chooses to act as an instrument of community growth. These decisions involve planning and land use measures, promotional programs to attract new industry, highway location, public housing programs, urban renewal patterns, support of local higher education, and much more.

The planning process is essential to guide metropolitan growth. But if plans are to be used, they must be realistic. They must include not just pictures of great expectations, but ways and means of removing the obstacles to action, and then of moving forward.

The task of city building will not be simple or easy in the decades ahead. Cities will be called upon to increase their planning skills and sophistication, and to engage in a massive recruitment of new talent. Young people will have to come to understand, and highly skilled specialists will have to discover, that the task of managing the municipal and metropolitan enterprise in America is important and challenging, and as rewarding as private participation in the growth industries.

City governments and local leadership will face the choice of whether they want to be content with mediocrity, or whether they want to build – on the basis of new wealth, new growth, and new technology – a great community enterprise. They will accept the challenge – or let it pass by – of building on our side of the Atlantic, the counterpart to Rome, Paris, Stockholm, or Berlin.

That is the challenge cities must meet as they carry on the work of rejuvenation and rebuilding.

ROBERT C. WOOD,
Under Secretary,
U.S. Dept. of Housing
and Urban Development

HARNESSING HISTORY

There's a new hydro-electric station on the Lequille River in Nova Scotia's Annapolis area, but it looks like an old "Baroque-style" French grist mill built 350 years ago. Today this "mill" grinds out kilowatts up to 15,000 h.p. to help supply power for a Halifax waterfront flour mill.

The unique hydro development was the centennial project of the Nova Scotia Light and Power Co. Ltd., who hope it will become another major tourist attraction in the historic Annapolis countryside.

Diligent research preceded location and construction of the "mill", which stands near the site of the original French mill in Canada, on the first river in North America to be "harnessed" by man. The roof of the building is covered with hand-split cedar shingles, similar to those used during the early 1600's. The sides are faced with old brick of a type then made in the Annapolis area.

REGIONAL DEVELOPMENT CENTRE FOR OTTAWA

The Department of Geography (Arts) of the University of Ottawa, in collaboration with the various departments in the Faculties of Law, of Pure and Applied Science, of Social Science, of the Computing Centre and of the School of Recreation, is planning the creation, by September 1969, of a Study and Research Centre in Regional Development. Mr. Claude Greffard has been charged with the organization of such a centre.

The graduate study program will lead to the degree Master of Arts – Regional Planning, to be granted by the School of Graduate Studies of the University of Ottawa.

The aim of the Centre is to expand the planning and decision-making capabilities of young professionals in natural resources and planning agencies at the federal, provincial and local government levels and in similar private employment, and to provide the educational base for future leadership in the following three main areas of regional planning:

(a) Resources development.
(b) Social and economic development.
(c) Urban planning.

"CENTRE D'ETUDES ET DE RECHERCHES EN DEVELOPPEMENT REGIONAL"

Le Département de Géographie de la Faculté des Arts de l'Université d'Ottawa, en collaboration avec les divers départements des Facultés de Droit, des Sciences Pures et Appliquées et des Sciences Sociales, envisage la création, dès septembre 1969, d'un "Centre d'Etudes et de Recherches en Développement Régional". M. Claude Greffard a été spécialement chargé de voir à la mise en place d'un tel organisme.

Ce centre, qui au début, devra s'adapter aux disponibilités académiques, administratives et financières de l'institution, pourra répondre de façon adéquate aux besoins à court terme et à long terme de la société canadienne en ce domaine, de même qu'aux exigences du marché du travail, tant au niveau du secteur public que du secteur privé d'intervention.

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INCENTIVES, NOT CONTROLS, NEEDED TO HALT RENT SPIRAL

The imposition of rent controls, far from helping solve the growing problem of living costs, could lead to housing chaos in Canada. So concludes the Urban Development Institute, after an examination of the factors responsible for rising rents and what must be done to ease the strain.

In a report entitled "Why Rent Controls Are Not the Solution", U.D.I. points out that "the elements responsible for the major portion of the increase in rents are ones over which rent controls have no control." These elements include taxes, interest rates, wages, building materials and serviced land costs.

The report states: "Not only are rent controls incapable of providing even temporary relief from rising costs, but they could be expected to cause a curtailment of building by removing the incentive to developers and builders, magnifying the existing housing shortage.

"What is needed to achieve greater stability in the costs of housing, to hold the line against inflationary pressures and to increase the supply of accommodation, is to make building and development easier.

"Placing further restrictions on an industry which already copes with more controls than any other can only increase the overhead costs which are passed on to tenants and taxpayers. It is noteworthy that of the three basic necessities of life – food, clothing and shelter – housing is the only one taxed by all three levels of government.

"In the post-war years, when additional housing was desperately needed, developers were encouraged to build it through the implementation of government inspired incentives. Yet today, when it is universally agreed that there is once again a great need for an increased supply of various forms of housing, the word "incentive" is seldom heard.

"Clearly it is added incentive in the form of reduced restrictions, cutting of red tape, speed-up of project approvals, creation of standardized building codes, increases in the rate at which services are extended to raw land, etc., which is required and not the imposition of artificial controls."

The U.D.I. is a non-profit organization dedicated to promoting better planned communities and an improvement in the Canadian residential environment.

Troisième partie d'une série de trois

Histoire du Régime Municipal au Québec

par JULIEN DRAPEAU

Ministère des Affaires municipales

LE REGIME MUNICIPAL

La Loi de 1840:

TOUTES CES CARENCES de l'administration justifiaient, aux yeux de Durham, l'établissement d'autorités locales. Aussi, sur l'ordre de Sydenham, le Conseil spécial adoptait le 29 décembre 1840, les deux ordonnances suivantes, qui dotaient le Bas-Canada d'institutions municipales:

"– 4 Victoria, c. 3 – "Ordonnance pour pourvoir à et régler l'élection et la nomination de certains officiers, dans les différentes paroisses et townships de cette Province, et pour faire d'autres dispositions concernant les intérêts locaux des Habitants de ces divisions de la Province."

– 4 Victoria, c. 4 – "Ordonnance qui pourvoit au meilleur Gouvernement de cette Province, en établissant des autorités locales et municipales en icelle."

Par ces ordonnances, qui sont la première législation municipale au Québec, la province fut divisée en districts municipaux, chacun pourvu d'un conseil composé d'un ou deux conseillers élus par paroisse ou township du district ainsi créé. – Vingt-deux districts municipaux furent ainsi constitués par une proclamation datée du 15 avril 1841; et deux autres par une proclamation du 3 janvier 1842.

Cette première loi municipale ne permettait pas la formation de conseils municipaux semblables à ceux que nous connaissons aujourd'hui. La plupart des officiers étaient nommés par le gouverneur, à commencer par le "Warden" ou "préfet", qui avait la direction des conseillers élus.

Mais cette loi fut loin d'être reçue avec enthousiasme par le peuple qui sortait d'une insurrection et était gouverné par un Conseil spécial qui avait remplacé le gouvernement représentatif de 1791 et allait être supplanté par la Législature Unie des Canadas. Des politiciens réclamèrent devant le peuple que cette loi constituait une "machine à taxer".

La loi de 1845:

La loi de 1840 resta donc à peu près lettre morte. Elle fut d'ailleurs abrogée, en 1845, par la loi 8 Victoria, chapitre 40:

"Acte pour abroger certaines ordonnances et pour faire de meilleures dispositions pour l'établissement d'autorités locales et municipales dans le Bas-Canada."

Les conseils de district furent alors abolis et les habitants de chaque paroisse ou township (canton) ou municipalité (sic) étaient constitués en corporation, dont les pouvoirs devaient être exercés par un conseil formé de sept conseillers élus par la population, pour trois ans, dont l'un était choisi comme président ou maire.

Par une première proclamation, émise le 8 juin 1845, 322 municipalités furent constituées (168 sans désignation, 115 de paroisse et 39 de canton). Diverses proclamations subséquentes vinrent ajouter vingt autres municipalités, dont 9 de village. Et huit autres municipalités furent établies par les lois 9 Victoria, ch. 15 et ch. 78.

Les dispositions de la loi 8 Victoria, chapitre 40, de 1845, concernant les limites municipales sont intéressantes à noter:

"XI. Et attendu que dans certaines parties du Bas-Canada, il y a des paroisses légalement établies comme telles, de communion catholique ou de communion protestante, dont les limites ne s'accordent pas ou qui comprennent des parties de plusieurs townships, et des townships dont les divers établissements n'ont aucun moyen actuel et direct de communication entr'eux, dans toutes lesquelles localités les dispositions de cet acte ne pourraient être mises à exécution sans de grandes difficultés; pour obvier à ces inconvénients, qu'il soit statué, que le gouverneur en conseil aura le pouvoir, de temps à autre, de définir par proclamation, les limites qui devront circonscrire telle étendue de territoire qui devra former une municipalité, soit en déclarant, par proclamation, qu'une paroisse catholique ou une paroisse protestante, soit par l'union de deux paroisses ensemble, soit par l'union d'une partie de paroisse à une autre paroisse, soit de diverses parties de paroisses ou townships ensemble; soit par l'union de partie ou parties de township ensemble, ou avec un autre township; et telle division et circonscription de territoire sera considérée comme une municipalité (c'est-à-dire, une paroisse ou township) pour toutes les fins de cet acte, jusqu'à ce que les dites limites soient de nouveau changées ou modifiées de la même manière, par le gouverneur en conseil."

Et au sujet de la fusion des paroisses ou townships, il faut prendre connaissance des articles suivants:

"XLI. Et qu'il soit statué, que sur pétition à cet effet de la part de deux ou plusieurs paroisses ou townships contigus, situés dans le même comté, le gouverneur en conseil aura le pouvoir de les réunir d'une manière permanente en une même municipalité; et dans le cas de la dite réunion de plusieurs paroisses ou townships en une seule municipalité chacun des dits townships ou paroisses sera représenté par trois conseillers élus par chacun d'eux; et les dits conseil et conseillers seront régis par les dispositions de cet acte.

"XLII. Et qu'il soit statué, que s'il est présenté une pétition par le conseil municipal seulement, de quelques paroisses ou townships, il ne sera pris de mesures sur la dite pétition qu'après qu'elle aura été confirmée par une assemblée générale des dites paroisses ou townships dûment convoquée à cette fin; et qu'aucune paroisse ou township ne sera réuni à un autre, d'une manière permanente, à moins que son assentiment ne soit ainsi exprimé."

La seconde partie de cette loi (aa. 47 à 63 incl.) intitulée: "Des villages, villes et Bourgs" régit leur mode d'incorporation et d'organisation.

"XLVII. Et qu'il soit statué, que les habitants de tout village ou ville non encore incorporée, contenant soixante maisons ou plus, érigées dans un espace de trente arpents ou âcres en superficie, ayant droit de voter aux élections de conseillers de paroisse ou township, auront droit après la passation de cet acte de s'assembler sous la présidence du plus ancien juge de paix ou du plus ancien officier de milice, requis de présider par trois propriétaires du dit village au ville, et décideront à la majorité des voix des personnes présentes, si réquisition sera faite ou non au conseil de paroisse ou township pour lui demander que des limites soient fixées pour le dit village ou ville pour les fins de cet acte."

Une fois fixées les limites du village ou de la ville par le conseil de la paroisse ou du township, le gouverneur en conseil donnait son approbation et faisait émettre une proclamation.

En plus des pouvoirs des conseils de paroisse ou township, les conseils de village ou de ville étaient autorisés à passer des règlements concernant les rues et places publiques, les lots vacants et rues à travers ces lots.

"LIV. Et qu'il soit statué, que le conseil de tout village ou ville aura aussi le droit de faire des règlements pour l'ouverture, l'alignement, redressement, nivellement, assèchement et élargissement des rues, suivant qu'il sera jugé utile et nécessaire pour la salubrité et l'embellissement du village ou ville (. . .)

LVIII. (. . .) et il aura droit de prescrire de quelle manière les terrains vacants dans le village et autour d'icelui, seront distribués et divisés, et de prescrire la largeur des rues à ouvrir sur tels terrains vacants."

La loi de 1847:

Le 1er septembre 1847, une nouvelle loi municipale, 10-11 Victoria, chapitre 7, entrait en vigueur et abrogeait celle de 1845. Cette loi préparée par Bradley remplaçait les municipalités de paroisse ou de township par des municipalités de comté, avec un conseil composé de deux conseillers élus par chaque paroisse ou township du comté, et élus pour deux ans. Cette loi crée et désigne nominalement 46 municipalités de comté.

Les députés du Bas-Canada s'opposèrent à cette mesure, plus particulièrement Ls-H. Lafontaine, qui suggéra la double organisation par paroisse et par comté. Mais il faudra attendre 1855.

Cette loi de 1847 contient une seconde partie qui régit les municipalités de village ou de ville et augmente leurs pouvoirs de réglementation. – En plus des municipalités de comté créées par cette loi qui resta en vigueur jusqu'au 1er juillet 1855, les seules municipalités qui continuèrent d'exister ou furent créées furent des villages ou des villes.

Nous avons parlé plus haut des cités de Québec et Montréal, qui furent constituées en municipalités en 1832, abrogées en 1836, et de nouveau reincorporées en 1840-41 (3-4 Vict., c. 35 et c. 36).

Il existait à la fin de juin 1855, en plus des 46 municipalités de comté créées par la loi de 1847 (10-11 Victoria, c. 7), 29 municipalités de village et 5 municipalités de cité ou de ville.

La loi de 1855

Cette loi (18 Victoria, chapitre 100), en vigueur le 1er juillet 1855, est à la base même de notre régime municipal actuel. Elle abrogeait la loi de 1847 et constituait en municipalités toutes paroisses érigées pour fins ecclésiastiques ou civiles, et tous townships constitués par Lettres patentes, à la condition que ces divisions territoriales aient une population d'au moins 300 âmes. Ces municipalités de paroisse ou de township étaient constituées de plein droit, automatiquement le 1er juillet 1855. Egalement à compter de cette date toutes les circonscriptions électorales, telles que délimitées par la Loi 16 Victoria, c. 152, amendée par 18 Vict., c. 76, à l'exception toutefois du comté de Montmorency, qui forma deux comtés municipaux: Montmorency et Ile d'Orléans, devinrent des municipalités de comté.

Le 1er juillet 1855, dans le Bas-Canada 394 municipalités de paroisse ou de township furent constituées en vertu de cette Loi; et 29 municipalités de village, 2 municipalités de cité et 3 municipalités de ville virent leur existence prolongée. De plus, il faut ajouter les 61 municipalités de comté.

L'article XXXIII de 18 Victoria, chapitre 100, contient les dispositions relatives aux annexions de paroisses et de townships et de places extra-paroissiales. Toute paroisse ou tout township qui ne contenait pas trois cents âmes, ou toutes parties de paroisse ou de township sectionnés par les limites des municipalités de comté et ayant moins de 300 âmes, devaient être annexés à une municipalité voisine par le conseil de comté à la suite d'un recensement fait ou vérifié par le surintendant de comté.

"Mais, en vertu du 7e paragraphe de cet article, toutes les fois qu'il apparaîtra par un recensement général ou par une énumération spéciale des habitants que la localité ainsi annexée contient une population de trois cents âmes, le conseil de comté, par une autre résolution, déclarera que la résolution en vertu de laquelle telle localité a été ainsi annexée sera révoquée à compter du premier jour de janvier en suivant; et à compter du jour ainsi fixé (. . .) elle formera par elle-même une municipalité distincte."

L'article XXXIV concerne l'érection de villes et villages et donne au conseil de comté, sur requête de 40 habitants ou plus d'un territoire de moins de 30 arpents en superficie et contenant au moins soixante maisons habitées, le pouvoir de faire préparer un rapport par son surintendant (vérification du nombre de population, préparation d'un plan et d'une description technique du territoire), de l'homologuer, et de le transmettre au Secrétaire de la Province pour approbation par le Gouverneur en conseil. La proclamation était publiée dans THE CANADA GAZETTE et entrait en vigueur le 1er janvier suivant.

En 1856, par 19-20 Victoria, chapitre 101, un amendement important est apporté à la Loi générale. L'article XVI de cette loi se lit comme suit:

"XVI. Nul territoire ne sera érigé en municipalité de ville, à moins qu'il ne soit constaté par le rapport du surintendant de comté qu'il y a au moins trois mille (3,000) habitants dans les limites du dit territoire."

La loi est donc venue établir une norme – un certain ordre de grandeur de population – pour que le statut de ville soit accordé à un territoire municipal.

D'autre part, il est intéressant de noter que certaines localités dans les comtés municipaux de cette époque étaient très isolées et, parce qu'elles contenaient une certaine population, la Législature du temps passa des dispositions spéciales pour leur permettre de devenir des municipalités. A cause du manque de communications avec le chef-lieu du comté, la Loi leur donnait les pouvoirs des conseils de comté. – C'est ainsi qu'en 1855, fut

constitué en municipalité ce qu'on appelait alors "les établissements de Ste-Anne-des-Monts et du Cap-Chat". En 1856, tout le territoire qui borde le lac St-Jean fut constitué en municipalité (19 Vict., c. 71). Il en est de même de la localité de l'Anse St-Jean, qui devint la "municipalité du township de St-Jean", dans le comté de Chicoutimi, en 1858 (22 Vict., c. 101).

En 1859, par 22 Victoria, chapitre 70, fut passée la Loi qui porte le titre suivant: "Acte pour changer les limites de la municipalité du Lac St-Jean, et pour la diviser en deux." Le texte de cette loi nous permet de situer le problème de cette époque de l'organisation des municipalités au Québec:

"CONSIDERANT qu'il est nécessaire, vu la grande étendue de ses limites actuelles, et vu le manque de routes de communication dans la municipalité du Lac St-Jean, d'amender l'acte dix-neuvième Victoria, chapitre soixante-onze, et de changer les limites de la dite municipalité: à ces causes, Sa Majesté, par et de l'avis et du consentement du conseil législatif et de l'assemblée législative, décrète ce qui suit:

"1. Depuis et après la passation du présent acte, la municipalité du Lac St-Jean sera partagée en deux divisions séparées: la première division sera appelée la *municipalité d'Hébertville*, et comprendra et embrassera les townships de Kinogami, Mesy, Labarre, Plessis, Signay et Caron, et aura son chef-lieu à Hébertville, dans le township de Labarre; et la seconde division sera appelée la *municipalité de Roberval*, les terres sauvages d'Ouiatchouan, et tous les autres townships qui pourront être arpentés à l'ouest, ou tous les établissements qui pourront être ouverts auparavant qu'un arpentage n'ait lieu, et aura pour chef-lieu un endroit qui sera choisi par le conseil local dans le township de Roberval; et chacune des dites municipalités aura les pouvoirs d'une municipalité locale et d'une municipalité de comté, de la même manière et sous les mêmes restrictions que la municipalité actuelle du Lac St-Jean.

"2. Chacune des dites municipalités pourra être organisée, et pourra exercer tous ses pouvoirs et toutes ses fonctions, bien qu'il ne puisse y avoir trois cents âmes dans ses limites; et la qualification des électeurs et des conseillers sera celle mentionnée dans l'acte cité plus haut."

J'ai tenu à vous citer le texte de cette loi, parce qu'il démontre l'effort que le gouvernement du temps a dû faire pour constituer certaines municipalités et encourager les habitants à se donner une forme d'organisation pour régler les problèmes locaux.

Comme on a pu le constater, la grande Loi qui constituait le régime municipal que nous connaissons fut modifiée à chacune des sessions parlementaires après 1855, pour tenir compte des conditions particulières qu'un tel régime municipal devait prévoir. Après cinq ans d'épreuve, cette grande loi fut refondue (23 Victoria, chapitre 61. 1860) dans un texte plus aéré. On retrouve cette nouvelle loi aux S.R.B.C. de 1861 – chapitre 24 – sous le titre "Acte municipal du Bas-Canada de 1860".

Une lecture rapide de cette loi nous permet de constater que le législateur de 1860 avait acquis une expérience considérable et une connaissance assez précise de l'organisation des institutions municipales.
Voici comment il rédige le préambule de cette Loi: (sic)

"Cet acte est divisé en quatre parties, savoir:

"La première partie se rapportant principalement aux corporations municipales, à leur organisation, à leurs pouvoirs et à leurs fonctions;

"La seconde partie se rapportant principalement aux chemins, aux ponts et autres travaux publics, et à la manière de les faire et de les entretenir;

"La troisième partie se rapportant principalement aux cotisations des propriétés et au mode de les prélever;

"La quatrième partie se rapportant principalement aux amendes, actions, appels, et comprenant diverses dispositions déclaratoires, temporaires et spéciales."

Cette loi donne une interprétation plus restrictive au terme "Paroisse". Seule une paroisse ecclésiastique qui aura été reconnue et délimitée, par proclamation, pour les effets civils, pourra devenir une municipalité de paroisse. Les mêmes dispositions concernant l'annexion de territoires à être faite par le conseil de comté sont reportées dans cette nouvelle Loi, de même que celles qui concernent l'incorporation des villes et villages. – Une municipalité de village ne pourra devenir municipalité de ville que sur preuve d'un recensement démontrant que la population est supérieure à 3,000 âmes.

– La fusion de municipalités y était déjà prévue; en effet, le paragraphe 19 de l'article 36 de cette loi se lit comme suit:

"19. Mais sur une pétition présentée par au moins les deux tiers des habitants imposables d'aucune ville, d'un bourg ou d'un village, érigé (. . .) en municipalité distincte, le gouverneur pourra lancer une proclamation *unissant* telle ville, bourg ou village, à quelque municipalité locale adjoignante, s'il est démontré, à sa satisfaction, que telle *union* avancera les intérêts de telle ville, bourg ou village;"

La plupart des amendements qui furent apportés à la Loi refondue de 1860 furent passés pour régulariser la constitution de certaines municipalités ou certains actes de conseils municipaux. C'est ainsi qu'en 1861 la Législature passa une loi pour régulariser le statut de la municipalité des townships unis de Newport, Ditton, Chesham, Clinton et Auckland, parce que les habitants de ces townships, dès le mois de juillet 1855, avaient procédé à l'élection d'un conseil municipal, sans s'être soumis aux prescriptions de la loi en ce qui concerne l'annexion par le conseil de comté de townships voisins.

Nous avons établi plus haut que le 1er juillet 1855, à la date d'entrée en vigueur de la Loi qui est à la base de notre régime municipal actuel, il y avait dans le Bas-Canada 489 municipalités, dont 61 municipalités de comté. Or, le 1er juillet 1867, date de la mise en force de l'Acte de l'Amérique du Nord britannique – la Confédération – le nombre de municipalités avait augmenté à 632.

APRES LA CONFEDERATION

Le Code municipal de 1871:

La Constitution, comme on le sait, confère à la législature de chaque province le pouvoir exclusif de faire des lois relatives aux institutions municipales (Art. 92, par. 8).

Le 24 décembre 1870, la Législature de la province de Québec passa la loi 34 Vict., chapitre 68, qui est une codification des dispositions législatives régissant les institutions municipales au Québec, à l'exception toutefois des cités et villes incorporées par acte (loi) spécial. Cette loi devait entrer en vigueur sur proclamation (2 novembre 1871): elle portait le titre de "Code municipal de 1871".

Pour continuer notre analyse du mode d'érection ou de constitution des municipalités, on peut signaler quelques modalités apportées dans le Code municipal. – A l'article 28 du Code, par exemple, il est prévu que "tout territoire non organisé dans un comté tombe sous la juridiction du conseil de comté". – L'article 29 précise que "Tout territoire érigé en paroisse, et situé en entier dans un seul et même comté, forme, par lui-même, une municipalité de paroisse (. . .)"; il en est de même pour les townships (a. 35), à la condition qu'ils aient une population d'au moins 300 âmes. – Le conseil de comté garde les mêmes pouvoirs concernant l'annexion ou la séparation de territoires

des municipalités, sauf toutefois que les résolutions doivent être soumises pour approbation au Lieutenant-gouverneur en conseil. – Le mode d'érection des municipalités de village ou de ville ne fut à peu près pas changé; cependant leur pouvoir de réglementation est augmenté en matière d'aménagement (rues, trottoirs, aqueduc et égoûts, etc.)

La Loi des clauses générales des corporations de ville, de 1876.

C'est la première loi concernant l'ensemble des municipalités de ville. (40 Victoria, chapitre 29)

Le phénomène d'urbanisation commençait à créer des problèmes sérieux, que les dispositions de la Loi générale – le Code municipal – ne pouvaient couvrir. D'ailleurs, de 1867 à 1876, la Législature créa par lois spéciales plus de 10 cités ou villes, et amenda un grand nombre de chartes déjà accordées, en leur donnant des pouvoirs de plus en plus étendus sur un très grand nombre de matières d'intérêt local. – On voit également la création par Loi spéciale de plusieurs municipalités de village (important) sur l'Ile de Montréal: – Verdun, Outremont, N.-D.-des-Anges (Westmount), Hochelaga, St-Henri, etc.

Après avoir été reproduite aux statuts revisés de 1888, sous le titre de "Acte des corporations de villes" (aa. 4178 à 4615), cette loi fut de nouveau refondue dès 1903 (3 Ed. VII, chapitre 38).

Tout territoire, constitué en municipalité de village, renfermant une population de 2,000 âmes, peut être constitué en ville; tout territoire contenant une population de 6,000 âmes et plus peut être constitué en cité. – Comme on peut le constater, la distinction qui est faite dans la loi entre le statut de ville et celui de cité porte spécifiquement sur l'ordre de grandeur de la population du territoire. – La plupart des pouvoirs spéciaux qui avaient été accordés aux municipalités de cité ou de ville par charte spéciale furent inclus dans cette refonte: l'expérience concrétisée à petite échelle fut élargie à l'ensemble des cités et villes.

Ce fut le même mode de procéder, lorsqu'on présenta à la Législature, en 1922 (13 Geo. V, c. 65), une revision de la Loi des cités et villes. – Cette dernière, qui a été amendée à de nombreuses reprises, est celle qui régit à l'heure actuelle les municipalités de cité et de ville du Québec.

INDUSTRIALISATION ET URBANISATION

Depuis la Confédération le phénomène économique le plus marquant au Canada est sans contredit l'industrialisation. Le corrollaire social de ce phénomène économique fut l'urbanisation, plus particulièrement l'urbanisation de type industriel. En 1871, la population urbaine se chiffrait à 271,851, contre 919,665 pour la population rurale, soit environ 24%. En 1961, la population urbaine a plus que doublé la population rurale, soit 3,523,610 contre 1,718,485, i.e. plus que 74.3% de la population totale.

Sur le plan géographique, par le fleuve Saint-Laurent, et sur le plan politique par la Confédération canadienne, la province de Québec se trouvait placée dans l'axe est-ouest des voies économiques américaines. D'une part, l'industrialisation du centre américain et de la péninsule ontarienne, d'autre part, le rattachement de l'ouest au territoire canadien, plaçait le Québec sur la grande voie de communication reliant ces régions à l'Atlantique, à l'Europe et au monde.

Dans toute l'évolution industrielle du Québec, on sent l'influence de ces facteurs: les grandes villes du Québec sont avant tout des ports de mer. . . .

Je n'ai pas la compétence pour vous exposer les causes de cette expansion urbaine et industrielle; mais j'ai voulu souligner le contexte dans lequel évoluent aujourd'hui nos municipalités urbaines. – La municipalité rurale de 1870 était une entité caractérisée par une organisation économique en surface: horizontale. C'était un ensemble d'unités économiques et sociales d'égale importance: les fermes; ces unités économiques étaient à la base même de l'organisation municipale, puisque les gens du "village" ne représentaient qu'une faible minorité tant en nombre qu'en importance économique; ces unités économiques étaient, dans l'ensemble, propriétaires du territoire municipal – du moins du territoire productif; enfin, le territoire possédé était le meilleur barème de l'évaluation de la richesse individuelle des unités économiques et de leur capacité relative de payer l'impôt. (Mémoire de l'U.M.O. à la Commission Tremblay).

Au contraire, la municipalité urbaine industrialisée est une organisation économique en profondeur: verticale. Elle est hiérarchisée, complexe et en continuelles relations d'échange avec les autres municipalités, et avec les unités économiques qui la composent: de consommation et de production. Par contre il y a une dissociation entre les catégories de contribuables et une différenciation, au moins dans le degré de leur utilisation, des services municipaux réclamés par les différentes catégories d'unités économiques. En conséquence on perçoit immédiatement qu'il y a inégalité des moyens et inégalité de capacité de payer l'impôt; il y a également disjonction entre la notion de contribuable et celle de propriétaire foncier. Mais la principale des caractéristiques de la municipalité urbaine industrialisée, c'est surtout cette disjonction entre la notion de territoire juridique et traditionnel et celle de la fonction économique du territoire municipal.

En effet, la municipalité rurale d'autrefois s'accommodait bien de la définition du territoire: défini en partant de concepts juridiques, traditionnels (religieux plus particulièrement), politiques et géographiques: – le clocher était au coeur même de cette vie simple de l'économie agricole. Tandis que dans la municipalité urbaine industrialisée, les limites arrêtées au moment de l'incorporation pour des motifs juridiques, géographiques ou politiques n'ont plus aucun sens du point de vue économique, principalement quand les municipalités de banlieues constituent des unités agglomérées, dépendantes économiquement de la ville principale ou encore l'une de l'autre.

Déjà vous percevez que cette forme de territoire qu'on définit en termes généraux, comme "agglomérations métropolitaines" implique des réformes très larges dans la législation qui oriente notre régime municipal: – fusion de municipalités, régionalisation, fiscalité municipale, urbanisme, etc.

J'ai débordé, vous allez dire, le cadre précis de l'historique du régime municipal, je le concède; mais il fallait situer nos municipalités dans le temps, i.e. jusqu'à ce jour. J'ose seulement espérer que mes modestes propos sur cet historique vous auront permis précisément de réaliser que les institutions municipales du Québec ont tout de même un passé historique auquel il vaut la peine de s'arrêter un instant pour mieux orienter nos recherches sur le futur, sur le devenir de ces institutions.

NATIONAL DIRECTOR DIES ON EVE OF RETIREMENT

Major-General M. L. Brennan, O.B.E., C.D., whose distinguished Canadian Army career was followed by almost a decade as national director of the Community Planning Association of Canada, died in Ottawa on 3 May following a lengthy illness. He would have been 65 in June, the month he planned to retire from his CPAC post.

General Brennan was born and raised in the Ottawa area. In January 1922, at the age of 17, he joined the Royal Canadian Army Service Corps. His career is unusual in that he held every army rank, with the exception of Warrant Officer I, from private to major-general during his 39 years of military service.

Commissioned from the ranks in December 1939, he went overseas in 1941 and held senior corps and command appointments in the RCASC during the campaign in North-West Europe. He returned to Canada as a full colonel in November 1944 to assume command of the RCASC school at Camp Borden.

General Brennan's post-war career included various staff positions, including that of director general of army personnel. In November 1954 he was promoted to major-general and appointed adjutant general of the Canadian Army. While on rehabilitation leave in 1958, he was recalled to assume the task of chief executive officer for the 1959 visit to Canada of Her Majesty Queen Elizabeth II and Prince Philip.

On 1 April 1960, General Brennan was appointed national director of the Community Planning Association of Canada. His previous administrative experience stood him in good stead in reorganizing the national office operations of this citizens' voluntary organization, and he became well known across Canada for his ability to implement the plans and policies of CPAC's national council.

ADIEU VIEUX FRÈRE

par JACQUES SIMARD

J'avais commencé au présent cet hommage au général Brennan dont la retraite était annoncée. Subitement, je dois écrire au passé; je sais maintenant que je ne gênerai plus sa modestie.

Car cet homme était modeste; entré dans l'armée comme simple soldat, il gravit tous les rangs, jusqu'à celui de Major-Général au cours d'une carrière militaire remarquable terminée en 1960. S'il acquit en route les solides qualités d'organisation et de "leadership" que pouvait lui donner l'armée, il ne perdit jamais sa simplicité d'homme, respectueuse de la personne de "l'autre".

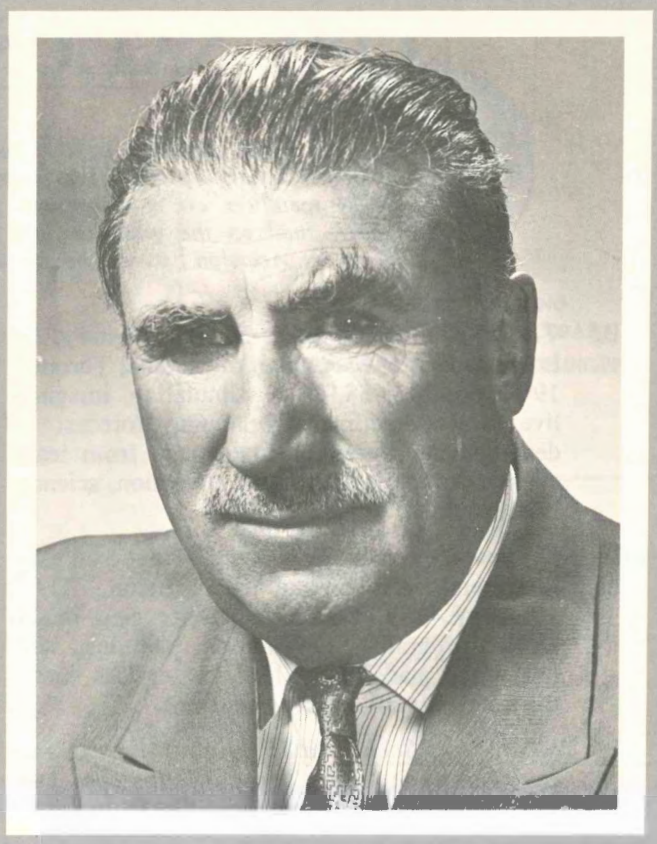
J'ai déjà dit comment le général, amené chez moi par Sir Brian Dunfield (à qui j'avais refusé au téléphone de m'intéresser de nouveau à l'ACU) sût sans me le demander, me faire revenir sur ma décision par son sens de l'humour et aussi par une sorte de rayonnement bien humain, particulier à certaines personnes qui ont connu beaucoup d'hommes et beaucoup les hommes.

Dès ce moment nous avons été amis, de ceux qui n'ont pas besoin de demander parce qu'ils se comprennent: en somme, nous avons partagé ce qu'il y a de plus riche au monde.

Si je dévoile ce sentiment, c'est que je sais que son entourage me comprendra. L'organisation de l'ACU était impeccable, loyale, dévouée et le général avait habilement prévu sa relève. Empruntant un mot à la marine, il commandait "a happy ship".

De la reconstruction, de la "renaissance" de la société au sommet de la "Thinking Conference" de St-Benoît-du-Lac, son oeuvre vivra.

Son vieil ami, son entourage, la direction, les membres lui disent: Adieu vieux frère et merci!



"THE GENERAL"

By JENNIFER McQUEEN

When General Brennan first came to CPAC, the National Office had just moved into the Gloucester Street building which was still under construction. Cardboard cartons were stacked against the walls and everything was covered with a layer of plaster dust. He came through the door smoking one of his five perennial pipes, waved his cane at the mess and, with that special twinkle in his eye which we would soon learn to recognize, he said, "So this is home". Within only a few days that mess was cleared up, a long-awaited issue of the REVIEW was in preparation, and plans were being laid for a National Planning Conference in Hamilton.

"The General" approached his second career with all the common sense and determination which took him from boy soldier to adjutant general of the Canadian Army. He had no patience for the petty wrangles or personal grudges that can so often cripple a volunteer group, and his let's-get-on-with-it approach coupled with his ready sense of humour helped to carry CPAC over many a rough spot.

He was not a town planner, and he never pretended to be one. But he was an excellent administrator who created the organizational framework within which our Divisions and Branches should be able to work to their fullest capacity. No administrative detail was ever too small for his inspecting eye and, having worked with him as he planned every move behind five National Planning Conferences, I am profoundly thankful that he was on our side during World War II.

His staff at the National Office had the deepest respect and loyalty towards him. Speaking personally, I can say that no editor ever had a more tolerant or helpful publisher. He was even a volunteer proofreader and, when mailing deadlines for the REVIEW were pressing, he was not above joining the entire staff in a "stuffing exercise" to put the magazine into its mailing envelopes. His Irish stories and his army reminiscences turned a boring job into a joyous afternoon.

In army circles, General Brennan is one of the best known men in Canada. When he came to CPAC he was practically unknown in the town planning field, but he quickly won the respect and friendship of the professional planners, politicians, public servants, academics and others who play a part in the work of the Association. We all came to agree that, in the words of W. S. Gilbert, "He is the very model of a modern Major General".

He will be missed from our ranks—and so will his wife Jean who was always a welcoming and relaxed hostess to delegates at our conferences and to members of the National Council visiting Ottawa. They are both our friends.

* * *

The above words were written the day before the General passed away. Now we can only record on these pages the gratitude of our Association for the selfless way in which he gave himself to our work. But those of us who were fortunate enough to work closely with him would like his family to know that we are even more thankful for the influence of his warm, life-loving personality which will always be with us.

CPAC NATIONAL LIBRARY

These recent additions to the bookshelves of CPAC's National Library, and many others of interest to community planners, are available to Association members on a one-month loan basis. Books and reports will be sent by mail on the understanding that return postage will be paid by the borrowers. Acession lists will be provided free on request.

A.B5 *Target 2067 – Canada's Second Century,* by Leonard Bertin. Macmillan of Canada, Toronto, 1968, pp. 293. $8.95. A stimulating, imaginative, and sometimes frightening forecast of development, based on statements from leaders in business, government, education, science, and the arts.

A.I4 *Community Health Services.* International City Managers' Association, Washington, D.C., 1968, pp. 252. Current and emerging health service programs – evaluation, planning, staffing – the place of total health services within the total community environment.

A.S7 *Methods of Social Research,* by Margaret Stacey. Pergamon Press, Toronto, 1969, pp. 144. Hardcover, $4.75; paperback, $3.00.

D.R7 *Towns and Buildings,* by Steen Eiler Rasmussen. The M.I.T. Press, Cambridge, Mass., 1969, pp. 199. $2.95. First translated from 1949 Danish edition in 1951. An attempt to observe the city as an entity which expresses certain ideals. Thus the individual monuments, buildings, become part of a whole. Much emphasis is placed upon drawn illustrations of ancient and modern cities throughout the world.

E.B16 *The City in Newly Developing Countries,* edited by Gerald Breese. Readings on urbanism and urbanization. Prentice-Hall, New Jersey, 1969, pp. 554. $8.95. Recent thought and research on the growth and development in the surge toward urban centres in recently emerging nations, comparing their problems with those of cities in established countries.

E.F3 *Shaping an Urban Future:* Essays in Memory of Catherine Bauer Wurster whose career focussed on programs, policy, and public action. Edited by Bernard J. Frieden and William Nash. The M.I.T. Press, Cambridge, Mass., 1969, pp. 203. $7.50. The commissioned papers by leaders in urbanism explore the choices open to planners and builders of tomorrow's urban environment.

E.I4 Three volumes jointly published by International Federation for Housing and Planning, Centre de Recherche d'Urbanisme in Paris:

1. *Urbanization and Planning in France* by Jean Canaux, Paris, 1968, pp. 198. ($3.00, US).
2. *A Human Approach to Urban Planning* by Georges Meyer-Heine, Paris, 1968, pp. 103. ($3.00, US).
3. *Eugène Hénard and the Beginning of Urbanism in Paris, 1900-1914,* The Hague, 1968, by Peter M. Wolf (New York) about one of France's leading town planners in the early 20th century, pp. 118. ($3.00, US).

E.K7 *The Rehabilitation Planning Game:* A Study in the Diversity of Neighborhood, by Langley Carleton Keyes, Jr. The M.I.T. Press, Cambridge, Mass., 1969, pp. 240. $10.00. The players are the neighbourhod people and the teams are the representative citizen group and the redevelopment authority of public officials. The author studies three quite different neighbourhoods in Boston and finally applies the lessons learned to the Model Cities Program.

E.L5 *Urban Studies: A Canadian Perspective,* by N. H. Lithwick and Gilles Paquet. Methuen, Toronto, pp. 275, $4.95. The viewpoints of Canadian professionals who have studied the economic, geographic, social and political aspects of city growth, provide a demonstration of the effectiveness of solutions by scholars and policy makers from many disciplines.

E.R7 *Planning Urban Growth and Regional Development,* by Lloyd Rodwin and Associates. The M.I.T. Press, Cambridge, Mass., 1969, pp. 513. $20.00. The experience of the Guayana program. An evaluation by twenty specialists from inception to implementation of one of the world's largest "new cities" in Venezuela.

REPORTS:

A Decent Home – The report of the President's Committee on urban housing, Washington, D.C., 1968, pp. 268. An analysis of the problem and examples of how costs can be reduced, production increased, to allow the nation to rebuild the city slum and to allow private enterprise to build decent housing for the urban poor.

New Concepts in Urban Transportation Systems. Special Issue of Journal of the Franklin Institute, vol. 286, No. 5, Nov. 1968. $3.00.

A Producer Model for Residential Growth: Analyzing and Predicting the Location of Residential Subdivi-

sions, by Edward J. Kaiser, Centre for Urban and Regional Studies, University of North Carolina, Chapel Hill, Nov. 1968, pp. 77. $3.50.

The Sparks Street Mall – Pedestrian Mall Authority, City of Ottawa, 1968, pp. 24, illus. Brief history of the Mall including excerpts from 1960 research report, quotations from Citizens' Committee Report, 1963, preamble to architect's design study, by-laws, revised capital cost budget 1967.

Why Rent Controls are not the Solution to Rising Housing Costs – Urban Development Institute, Ontario Division, March 1969.

POSTSCRIPT

WE PROBABLY will never really know what effect Paul Hellyer's April abdication has had on Canada's housing and urban development programs. His stated reasons for suddenly leaving the federal cabinet, insofar as his task force proposals are concerned, can hardly be taken too seriously—even though the government was obviously dragging its feet in implementing those recommendations (REVIEW, Vol. 19, No. 1).

Canadians who have followed Mr. Hellyer's ministerial career question that he would give up so easily. Indeed, the tactics used in his most recent unification campaign ("... a broad and integrated approach to housing and urban development") are vaguely reminiscent of those he adopted in 1963–65. It seems that Mr. Hellyer, as minister of transport, was no more inclined to take the advice of the experts in the housing business than he was to listen to the military professionals when he was minister of national defence.

On an issue much less grave than solving Canada's housing shortage, but one of vital importance to this magazine, another federal minister has taken an uncommonly rigid and short-sighted stand. Postmaster General Eric Kierans decreed that, effective last April, all publications produced by associations in Canada would forfeit the use of second class mailing privileges.

For some organizations, this has meant the demise of their magazines. For others, including CPAC, it has necessitated a major readjustment in publications' budgeting. We doubt that this steep increase in postal charges has helped balance the post office ledger. Certainly, it hasn't done anything to improve the service.

A.T.P.

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